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**MILSPECS ROUNDTABLE PROCEEDINGS
OF
OCTOBER 20, 1993
BOSTON, MA**

GOVERNMENT DOCUMENTS
COLLECTION

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EXECUTIVE SUMMARY

These proceedings summarize the discussions which took place during the Milspec Roundtable held on October 20, 1993 at the U.S. Environmental Protection Agency's Region I Offices. This Roundtable brought together manufacturing contractors, subcontractors, representatives from the U.S. Environmental Protection Agency (EPA), the Massachusetts Department of Environmental Protection (DEP), the Massachusetts Office of Technical Assistance (OTA) and the Department of Defense (DoD) to discuss the issues involved with manufacturing work to military specifications (milspecs) and at the same time complying with federal and state environmental regulations.¹

Over the past year, OTA has been working with Massachusetts' manufacturers to identify and solve some of their difficulties relating to military work; three case studies were presented at the Roundtable resulting from OTA's work with industry. In addition, a questionnaire distributed to Massachusetts manufacturers helped to determine the extent and types of problems faced by Massachusetts' manufacturers. The majority of survey respondents were small companies, with less than 10 percent of their business being military work. The most frequent compliance problems related to air issues (specifically ozone depleting substances in cleaning operations and VOC in formulation), and Emergency Planning and Community Right-To-Know (EPCRA) and TURA reporting (required under Massachusetts law).

One of the most important outcomes of the Roundtable was that DoD contractors (mostly subcontractors) identified a set of conflicts between certifying to milspecs and federal and state environmental regulations. DoD provided insight into the acquisitions process (including DoD's own difficulties with milspecs and acquisition), ongoing acquisition reform at DoD and guidelines that a contractor might follow when attempting to change a milspec. All participants benefitted from others' perspectives and during the second half of the Roundtable, participants suggested a number of potential solutions that could alleviate certain conflicts between milspec work and environmental regulations (Table ES-1).

DoD stated that there is a growing commitment within the Clinton administration to address the issue of acquisition reform to help alleviate or eliminate some of the impediments and inefficiencies faced by military contractors, specifically manufacturers. For example, the Clinton administration has raised the office responsible for environmental affairs within DoD up three levels from Deputy Assistant Secretary of Defense (for Environment) to Deputy Under Secretary of Defense (for Environmental Security). Two other indications of the commitment within DoD are that Deputy Secretary of Defense William Perry has proposed that justification will be required for the use of each milspec where a commercial equivalent is available and the

¹ The use of the term "milspecs" in these proceedings generically includes military specifications, military standards, technical drawings, etc.

Executive Summary, continued

establishment of a DoD Task Force to review and revise standardized documents, to reduce or eliminate the use of extremely hazardous substances and toxic chemicals (as defined in EPCRA.)

In addition to its own activities, DoD supplied guidelines for the information a contractor must provide when approaching DoD to make a change to a particular milspec. Because, for a variety of reasons it may be difficult for a subcontractor to approach DoD on this issue, the Massachusetts Office of Technical Assistance (MA OTA) has offered to act as a liason between subcontractors and DoD. A one-page form (following Table ES-1 and in the Appendices) lists the information needed by DoD to address a milspec problem. This information will be forwarded to DoD by MA OTA.

Table ES-1 below lists five major problems identified and solutions proposed by the Roundtable participants. Greater detail on these and other issues raised at the Roundtable is presented in Sections VI and VII of the proceedings.

Table ES-1
Selected Problems and Solutions Presented by Roundtable Participants

Problem Identified	Proposed Solution/Action
<p>Promoting Environmentally Preferable Materials and Processes</p> <p>To date, DoD has not emphasized the need for designing products with environmentally preferable materials and processes. Product designers have no incentives or training that encourages them to specify environmentally preferable materials in the initial product design.</p>	<p>Revise acquisition process - Federal Acquisition Regulation (FAR) is being revised so that all federal government contract awards may be based, in part, on environmental preference.</p> <p>Develop a DoD policy on environmental preference - A strong policy statement from DoD would help 1) companies using compliant materials who are bidding against companies using the specified materials in locations where there is no compliance problem and 2) companies requesting a milspec change due to environmental reasons.</p> <p>Establish a series of Design for the Environment (DfE) programs for the defense industry - Through a DfE project, all parties (i.e., contractors, subcontractors, DoD, EPA) associated with designing defense products would be involved in determining the best ways to make these products to minimize the impact on the environment.</p>
<p>Communication Issues for Subcontractors</p> <p>Subcontractors' only official channel of communication with the Department of Defense (DoD) is through the prime contractor. The subcontractors may be reluctant to bring change requests directly to the prime contractor and/or to DoD because they fear either: 1) jeopardizing their relationship with the prime contractor by contacting DoD directly (where such contact is sanctioned by the prime contractor); 2) regulatory penalties of coming forward with their non-compliance issues; or 3) confronting a large government organization like DoD.</p>	<p>Provide guidance on approaching DoD with requests to change milspecs - During the Roundtable, DoD identified specific types of information that subcontractors should have assembled when approaching the prime contractor and/or DoD.</p> <p>Establish interface between industry and DoD - MA OTA offered to serve as a liaison for requests from industry for information on changing milspecs that require non-compliant materials.</p>
<p>Access to Research</p> <p>Many contractors, particularly small companies, do not have the resources required to research alternatives to the non-compliant materials or processes specified in the milspec. Subcontractors and prime contractors need assistance in basic research and in feasibility testing.</p>	<p>Provide access to federal research - Provide access to the work going on at federal research labs through a variety of channels ranging from EPA's Pollution Prevention Information Clearinghouse (PPIC) to state offices of technical assistance.</p> <p>Continue DoD and EPA cooperative efforts - Publicize DoD and Environmental Protection Agency (EPA) cooperation on research efforts to identify alternative materials and integrating research findings into milspecs quickly.</p> <p>Establish a series of Design for the Environment (DfE) programs for the defense industry - Through a DfE project, all parties (i.e., contractors, subcontractors, DoD, EPA) associated with designing defense products would be involved in determining the best ways to make these products to minimize the impact on the environment.</p>

Table ES-1
Selected Problems and Solutions Presented by Roundtable Participants

Problem Identified	Proposed Solution/Action
<p>Competitive Disadvantages of Stringent Environmental Standards</p> <p>Since the entire Northeast region of the country is considered an ozone non-attainment area under the Clean Air Act Amendments of 1990, air regulations are more stringent than in other parts of the country. Some milspecs require the use of a material or process that interferes with a company's environmental compliance or is prohibited by regulation. In order to win a job that requires non-compliant materials or processes, Northeast manufacturers usually must submit bids based in using these materials. If they win the contract, their choices are: 1) to ship their product to an out-of-state facility where the materials can be used legally, 2) to attempt to change the specifications so that a compliant material/process can be used, or 3) to illegally use the non-compliant (in the Northeast) material themselves. In such cases, Massachusetts manufacturers, particularly small companies, face significantly higher costs and are at a competitive disadvantage.</p>	<p>Develop a DoD policy on environmental preference - A strong policy statement from DoD would help 1) companies using compliant materials who are bidding against companies using the specified materials in locations where there is no compliance problem and 2) companies requesting a milspec change due to environmental reasons.</p> <p>Revise the Value Engineering Change Proposals (VECPs), which allow contractors to propose a better way of manufacturing an item at a lower cost. The government then shares the savings with the contractor making the proposal. If the VECP is revised to consider life cycle environmental costs, including compliance and safety costs as well as liability, contractors can more readily justify switching to compliant materials.</p> <p>Revise acquisition process - Federal Acquisition Regulation (FAR) is being revised so that all federal government contract awards may be based, in part, on environmental preference.</p>
<p>Difficulty of Change Military Specifications</p> <p>The process of changing a milspec is very long, cumbersome and complicated. It requires a significant investment of resources for a company to complete the extensive paperwork. The amount of supporting evidence required to make a case to DoD is extremely burdensome, especially for a small company. This process is so time consuming, that the project may be over by the time a decision on the milspec is returned.</p>	<p>Establish interface between industry and DoD - MA OTA offered to serve as a liaison for requests from industry for information on changing milspecs that require non-compliant materials.</p> <p>Revise procedures for "non-critical" specs - If "equivalency" language was included in milspecs for non-critical parts, the change procedure could be less burdensome. "Equivalency" would allow the contractor to select a paint from a list of approved coatings. In addition, the federal government is moving towards using Commercial Item Descriptions (CIDs) unless a particular milspec is necessary.</p>

Guidelines for Changing a Milspec

The purpose of these guidelines is to highlight specific information that a contractor should have when approaching the Department of Defense with a suggested alteration of a milspec. As part of its work with Massachusetts manufacturers, the Massachusetts Office of Technical Assistance has offered to serve as a liaison between contractors and the Department of Defense.

Contractors, once you have gathered all of the information listed below, you are invited to call the Massachusetts Office of Technical Assistance at (617) 727-3260 to discuss your specific situation, or mail this form to:

MA OTA, Attn: Milspecs Personnel, 100 Cambridge St. - Suite 2109, Boston, MA 02202.

- 1) Document number and date - make sure you have latest version (see attached page for instructions)

- 2) Controlling Office of the document

- 3) Contract number

- 4) Contracting office, including Contracting Officer, address, and phone number

- 5) Current requirements of the specification

- 6) Existing Commercial Item Description (CID) or commercial standard which may be substituted

- 7) Description of the proposed alternative

- 8) Performance impact of the proposed alternative (include any testing information).

Guidelines for Changing a Milspec (continued)

Ensuring that Your Documents are the Latest Version

The Department of Defense Single Stock Point (DODSSP) was created to centralize control and distribution, and provide access to extensive technical information within the collection of Military Specifications and Standards and related documents produced or adopted by the DoD. Although the DODSSP collection is extensive, not all documents specified in government procurement are provided by the DODSSP.

Private companies can obtain standardized documents from the DODSSP in one of two ways:

- 1) Subscribe to the Automatic Distribution Service – upon payment of a \$16.00 subscriptions fee (per Federal Supply Class), you will automatically receive one copy of each new or revised document for a one year period. This method is recommended if you require a broad scope of documents on a recurring schedule.

Address your request in letter form to:

DODSSP
Subscription Service Desk
700 Robbins Avenue Building, 4D
Philadelphia, PA 19111 - 5094

List the desired Federal Supply Class(es) or Area Assignment(s). Enclose check or money order (do not send cash) payable to DPSDO, Philadelphia for \$16.00 for each Federal Supply Class desired.

- 2) Use TeleSpecs on an "as needed" basis -- This automated system is connected to the Navy Print on Demand System (NPODS). TeleSpecs requires only a touchtone phone, and utilizes an easy-to-use voice-prompt system for ordering documents. There is no cost for this service. If your requirements for Military Specifications are infrequent or limited in scope, you should submit your requests individually via TeleSpecs.

To use the Telespecs service you must first obtain a customer number. If you wish to obtain a customer number and information on using the TeleSpecs service or if you need assistance in locating a document, call the DODSSP Special Assistance Desk at (215) 697-2667/2179.

If you are unsure of what your needs are, call the DODSSP subscription desk at (215) 697-2569.

I. PREFACE

There are presently many misconceptions and much confusion over the subject of military specifications in the manufacturing industry in the Northeast. The Massachusetts Office of Technical Assistance's (OTA) work with local industry identified several compliance issues facing manufacturing companies certifying to military and federal specifications. Many manufacturers feel that they are locked into using hazardous materials or outdated processes for the work they are doing as prime contractors or subcontractors to the Department of Defense (DoD). DoD recognizes this problem and is struggling with a solution.

A Roundtable was held on October 20, 1993 to bring together contractors, subcontractors, representatives from the Environmental Protection Agency (EPA), the Massachusetts Department of Environmental Protection (DEP), the Office of Technical Assistance (OTA) and the Department of Defense (DoD) to discuss the situation. This forum offered DoD an opportunity to detail the progress that they are making in implementing pollution prevention, and it offered the contractors a chance to explore possible solutions to these problems. The Roundtable concentrated on case studies of three companies who are military subcontractors involved in coating or cleaning operations.

The participation of a diverse group of attendees provided valuable insight into the issues surrounding military specifications and environmental compliance. Using the case studies as a starting point, the participants defined the problems facing manufacturers in the Northeast using military specifications, and then developed a list of possible solutions to these problems. The proceedings that follow document the presentations and discussions leading up to the development of possible solutions.

Following the Roundtable, on October 26, 1993, the DoD Pollution Prevention Committee, whose membership includes staff from the Office of the Secretary of Defense and each of the Military Services, established a Task Force to address the issue of changing standardized documents, which is an important first step in identifying potential conflicts with environmental regulations. Through the work of this Task Force and continuing cooperative efforts such as this Roundtable, progress toward resolving these issues is anticipated in the near future.

II. OPENING REMARKS

WELCOME -

Linda Darveau, Environmental Specialist, U.S. EPA Region I

Linda Darveau welcomed the Roundtable participants to the day's events and introduced the attendees and speakers.

OPENING REMARKS -

Patricia Meaney, Acting Deputy Regional Administrator, U.S. EPA Region I

Opening remarks were presented by Patricia Meaney, Acting Deputy Regional Administrator. Ms. Meaney was pleased to welcome the group to the Roundtable, and encouraged those in attendance to contribute honestly and freely. She was particularly thankful to the Massachusetts Office of Technical Assistance (OTA) for driving the process, as well as to the case study presenters, industry and military participants.

Ms. Meaney highlighted some of the major issues guiding Region I's recent environmental policies, mentioning first that the 1990s have brought a new way of doing business for both industry in the Northeast and for those in government. In the past, EPA pursued the goals of a clean environment (air, water, and soils) through end-of-pipe treatment and clean-up programs, such as Superfund. However, she mentioned that oftentimes this approach meant simply moving the pollution from one place to another or from one environmental medium to another. These efforts were guided by the following two premises:

- The earth can absorb a fairly large quantity of toxics/pollution, and
- Regulators can readily control the pollution industry creates.

Recognizing the flaws in these assumptions, EPA is redirecting their pollution control strategies to be more proactive. Ms. Meaney indicated that Region I was, in fact, moving from end-of-the-pipe control to prevention strategies. EPA can no longer manage environmental resources in the same manner, and industry can no longer just meet minimum requirements, which, as Ms. Meaney suggested can be difficult because regulatory requirements frequently become more stringent. Most people involved with environmental issues realize that the United States must manage the environment proactively to remain competitive in a global market.

Increasingly, individuals see a clean, healthy environment as a right of citizenship and are demanding that Congress address environmental issues in their lawmaking. In addition to promulgating regulations as required by Congressional legislation, the EPA has also implemented many non-regulatory programs which respond to societal pressures for a clean environment including:

Opening Remarks, continued

- *The 33/50 Program* - calls for voluntary industry commitments to reduce emissions of 17 chemicals which were determined to be "most toxic" by EPA. Over 1,000 industry participants have met the 1993 goal of a 33 percent decrease in emissions, and are well on their way to meeting the 50 percent emissions reduction goal by 1995.
- *The Green Lights Program* - reduces electric utility emissions by promoting energy-efficient lighting. This program has been a huge success for commercial establishments, manufacturers, others in industry, and the utility companies.
- *The Golden Carrot Award* - granted to a manufacturer (Whirlpool) for producing and bringing to market a low-energy refrigerator. A group of utility companies provided \$30 million in prize money for the winning proposal -- EPA conducted the product evaluation. The first Golden Carrot refrigerator will be available in 1995.
- *Cooperative activities with the Massachusetts Office of Technical Assistance (OTA)* - includes technical assistance and pollution prevention conferences with the coating and printing industries, as well as other assistance to identify substitutes for ozone depleting substances.
- *Northeast States Pollution Prevention Roundtable* - brings together Technical Assistant Programs from eight Northeast states to coordinate pollution prevention training and outreach efforts.

Ms. Meaney concluded by stating that the Clinton/Gore administration firmly believes that a clean environment and a sustainable economy go hand in hand. U.S. EPA views it's role as a facilitator of change and encourages industry representatives, who are the real experts, to exchange information freely.

III. PROFILE OF SURVEY DATA

Kenneth Soltys, Environmental Chemist, MA Office of Technical Assistance

Ken Soltys presented a summary of the survey data. Below is complete summary of the responses received from the survey; Mr. Soltys did not summarize every question at the Roundtable.

Background and Overview

In August and September, OTA conducted an anonymous survey of 285 Massachusetts manufacturers to determine what issues face companies certifying to military specifications who must also comply with state and federal environmental regulations. Below is a summary of the 50 responses received. An important finding was that sixteen (16) of the respondents identified environmental compliance issues, predominately relating to air, hazardous waste, and Massachusetts TURA regulations.

Question 1. PLEASE DESCRIBE YOUR MAIN LINE OF BUSINESS.

Twenty-nine (29) of the respondents both manufacture in Massachusetts and conduct milspec work. Electronic equipment manufacturing, electronic component manufacturing and fabricated metal products accounted for more than one half of the responses. The remaining line of business, in descending order, were: textiles, rubber and plastics, chemical products, paper products, office furniture, and metal machinery. An additional nine (9) manufacturers reported doing no milspec work, one (1) was a distributor of products manufactured in California, and ten (10) responses were returned by consultants.

<u># of Responses</u>	<u>2-digit SIC code</u>	<u>Description</u>
9	36	Electronic equipment and components
8	34	Fabricated metal products
5	22	Textiles
2	30	Rubber and plastics
2	28	Chemical products
1	26	Paper products
1	25	Office furniture
<u>1</u>	35	Metal working machinery

29 total manufacturers

note: one response was illegible.

Profile of Survey Data, continued

Question 2. NUMBER OF PRODUCTION EMPLOYEES:

Slightly less than one-half (13 of 29) of the facilities were small, with fewer than 50 production employees; two-thirds (20 of 29) employed fewer than 100 in production; only one facility employed over 500 in production.

<u># of Responses</u>	<u># Production Employees</u>
13	< 50
7	50-100
8	100-500
1	> 500

Question 3. WHAT PERCENTAGE OF YOUR BUSINESS IS MILITARY WORK?

In most cases (19), military work represented 25 percent or less of the companies business. In such cases where the portion of military business is small, companies may be unable to justify or reluctant to make the labor and resource investments involved in changing military specifications.

<u># of Responses</u>	<u>% Business is Military Work</u>
14	< 10 %
5	10-25 %
5	25-50 %
5	> 50 %

Question 4. WHAT MILITARY SPECIFICATIONS RESULT IN COMPLIANCE PROBLEMS WITH STATE OR FEDERAL ENVIRONMENTAL REGULATIONS?

Description of Operation/Military Specification

Although the majority of survey respondents were electronic manufacturers, coatings manufacture and application was the most frequently reported process resulting in environmental compliance problems. This was followed by metal machining and plating, and electronics manufacture and assembly.

Number of Responses	Description of Operation/Military Specification
Coating Operations (6)	
3	Coating Applications
1	Coating application (ink)
1	Painting
1	Manufacture of coatings
Metal Work (3)	
2	Metal machining
1	Plating
Electronics Manufacture and Assembly (2)	
1	Electronic assembly
1	Manufacture of electronic material
Miscellaneous (4)	
1	Processing cleaning
1	Detergents
1	Manufacture of adhesives
1	Development of manufacture of specialty felt products

Profile of Survey Data, continued

Compliance Issues

By environmental medium, the most frequently reported compliance issues (14) related to air, including: the use of ozone depleting substances in cleaning operations and product formulations (8) and VOC containing formulations (4). Water and hazardous waste issues were identified as a compliance problem eight times (8) each. Water issues include heavy metal discharge (4) and the presence of total toxic organics (2). The only hazardous waste issue identified was hazardous waste disposal. In addition, respondents identified twenty-three (23) other issues which did not fall into the three environmental media categories. Of the twenty-three other issues, the most frequent issue was TURA reporting (9), required by the state of Massachusetts, and seven (7) respondents noted Form R reporting.

Number of Responses	Issue
Air Issues (14):	
5	Ozone depleting substance in cleaning operations
9	VOC in formulation
3	Ozone depleting substance in product formulations
2	Other: (1) Designated adhesives
Water Issues (8):	
4	Heavy metal discharges
2	Total toxic organics
2	Other: (1) Cadmium plated hardware
Hazardous Waste Issues (8):	
9	Disposing of hazardous wastes
5	Other
Other Issues (23):	
9	TURA reporting
7	Form R reporting
5	OSHA
1	TSCA
1	Other: (1) Self-monitoring reports

Profile of Survey Data, continued

Question 5. FOR MILITARY WORK, WITH WHOM DO YOU CONTRACT DIRECTLY?

a. U.S. Military?

If yes, which branch(es):

b. Another company(ies)?

If willing, please name:

Twelve (12) companies contracted with the military directly, while three (3) companies reported they had no direct military contracts. Fourteen (14) companies did not respond to this question. The companies contracted directly with the Military Services listed below.

Number of Responses	Military Service/Government Office
2	All Military Services
5	Air Force
5	Army
5	Navy
2	Defense Electronics Supply Center
1	Marines
1	DoD
1	Defense Logistics Agency

In addition to direct contracting with the government, all companies reported working for the military indirectly through subcontracts with other private companies, including:

Raytheon (2)
Alden Electronics
Ferrulmatic
General Electric
U.S. Postal Service
State & Federal Penal Institutions
Boeing Aircraft
United Tech (Pratt & Whitney, Hamilton Standard, Sikorsky Aircraft, etc.)
TI
Hughes
Allied Signal
DCASR
GTE
TRW
Aerospace & Defense Companies

Question 6. HAVE YOU EVER TRIED TO CHANGE A MILITARY SPECIFICATION FOR ENVIRONMENTAL COMPLIANCE REASONS?

Five (5) companies reported that they attempted to change a military specification for environmental compliance reasons. Two were successful; two were not. The request of the fifth company has not yet been determined.

Specification in Question

1. Numerous specifications relating to the case of ozone depleting solvents.
2. Respondent forgot.
3. Specification to go to a water-based adhesive.
4. The respondent did not specify which specification was in question but reported that it was indirectly through United Technologies Sikorsky Aircraft SS8752.
5. Specification for copper-nickel-chrome

Were you successful?

1. Most of the time
2. No
3. Yes
4. Status unknown
5. No

What difficulties were encountered?

1. We had difficulties with the education level of military specifications staff, networking, and lack of authority/responsibility.
2. The person I was dealing with was unreasonable.
3. None reported.
4. We had difficulties with ODCs [Ozone Depleting Chemicals] certifications to customer specifications. Paperwork is very time consuming.
5. The Engineering Department of our customers did not want to revise the specification, and we lacked of knowledge of our customer.

IV. DoD PERSPECTIVE

Maureen Sullivan, Office of Deputy Under Secretary of Defense (Environmental Security), Department of Defense

Maureen Sullivan presented DoD's perspective on the issues surrounding possible conflicts between milspecs and environmental regulations. She also described steps a contractor should take to change a particular milspec that creates compliance problems with federal or state environmental regulations. Ms. Sullivan offered to act as a liaison and will provide an overview of the meeting to the other Military Services. The following is a summary of Ms. Sullivan's presentation at the Roundtable.

New Administration

The change in administrations in Washington, D.C. has also brought changes to DoD. Specifically, the office responsible for environmental affairs within DoD has been raised up three levels from Deputy *Assistant* Secretary of Defense (Environment) to Deputy *Under* Secretary of Defense (Environmental Security). The significance of the title "Environmental Security" is to emphasize the importance of the environment to national security, meaning the United States could potentially go to war over environmental issues of significant strategic importance to our national defense and the environment can impinge our ability to carry out a military mission.

Environmental Security

In addition to the title change, the Environmental Security program has restructured its policy priorities. In the recent past the focus had been on contaminated site clean-up. Under the new organization, the focus has broadened to: clean-up, compliance, conservation, pollution prevention, plus technology (referred to as "C3P2 Plus Technology"). This organization puts pollution prevention on par with clean-up and compliance priorities. Additionally, the pollution prevention staff in the Under Secretary's office has expanded from one person to roughly six. The total environmental budget at DoD for fiscal year 1995 is roughly \$5.4 billion, about two percent of DoD's budget.

Acquisition Reform

The new Deputy Secretary of Defense, Dr. William Perry, has introduced the concept of "acquisition reform" to DoD. One acquisition reform proposal would require the Military Services to provide written justification for the use of each milspec where a commercial

equivalent is available. The concept of acquisition reform represents a complete turnaround in philosophy from the past. Deputy Secretary Perry is quoted as saying "We want to turn the system on its head. This is going to be very difficult. It's deeply ingrained in our system." His ultimate goal is to reduce costs by reducing the paperwork burden on contractors arguing that a large percentage of present costs are paperwork related. Again, Deputy Secretary Perry is quoted as saying "I want to get \$10 worth of semi-conductors, not \$1 worth of semiconductors and \$9 worth of paper." (See full article in Appendix: *Washington Technology*, "Milspecs in Perry's Sights at Pentagon," May 6, 1993.) Many of the ideas and reforms proposed grew out of an August 1990 Carnegie Commission report *New Thinking and American Defense Technology* which was chaired by Deputy Secretary Perry.

Deputy Secretary Perry expects that it will take at least one year to convince the Military Services leaders that this change in procedures is a positive change. Defense contractors will also need to be convinced that the change is real because they expect the "same old tune" that they have received from previous administrations advocating reform. However, the difference with this team is that the senior management, Perry, Deutch, and Preston, are committed to reducing costs and streamlining the acquisition process.

Executive Order 12856 (August 3, 1993)

Ms. Sullivan highlighted Executive Order 12856 (see Appendix) as an impetus for change. This Executive Order requires that all federal agencies and departments comply with federal Right-to-Know laws and pollution prevention goals. In addition, Section 3-303(b) of the Executive Order requires that all standardized documents be reviewed to identify opportunities to reduce or eliminate the use of extremely hazardous substances or toxic chemicals within 24 months (August 1995). By 1999, DoD, with the assistance of EPA, will make all appropriate revisions. Ms. Sullivan predicted that the priority for DoD's revisions will likely be milspecs connected to:

- Class I ozone depletors
- EPA's 17 priority toxics identified by EPA's 33/50 program
- Air toxics (prioritized)

The focus for Research, Development, Technology & Engineering will likely be:

- Munitions manufacturing
- Metal finishing
- Painting and stripping
- Degreasers

Section 3-303(c) of the Executive Order requires that changes to the Federal Acquisition Regulation (FAR) be made within 24 months. These changes may include revisions of the Value Engineering Change Proposal (VECP) to include environmental factors. VECP's allow contractors to propose a better method of manufacturing an item at a lower cost. The government then shares the savings with the contractor making the proposal. If the VECP is revised to consider life cycle environmental costs, including compliance and safety costs as well as liability, contractors can more readily justify changes for environmental reasons.

Executive Order 12873 (October 20, 1993)

Ms. Sullivan felt that the upcoming Executive Order on Recycling (see Appendix) would include a clause stating preference for "environmentally preferable products". Such language may be useful in focusing greater attention on environmental issues throughout the DoD procurement process. (Note: Executive Order 12873, signed October 20, 1993, "Federal Acquisition, Recycling, and Waste Prevention," was published in the October 22, 1993 *Federal Register*.)

Revising Standardized Documents

In the following sections, Ms. Sullivan focused on procedures for changing milspecs. Ms. Sullivan stated that there are roughly 55,000 standardized documents, many of which are old. For example, the C-130 aircraft was built from specs written in 1950s. In all likelihood, the milspecs used for that plane are still available for use today. In addition, to revising (and eliminating unneeded milspecs) there are other internal documents which must also be considered for revision including: technical orders, depot maintenance work requests (DMWRs), maintenance cards, and standard operating procedures (SOPs).

Adding further to the problems of milspec revisions is the fact that responsibility for the documents is distributed throughout DoD. In addition, most milspecs are only available in hardcopy form; not in an electronic format. The breakdown of which Military Departments controls the documents is:

- Army - 40 %
- Navy - 38 %
- Air Force - 10 %
- Defense Logistics Agency and Other Federal Agencies - 12 %

Within each Military Department, the Program Managers, as opposed to individual bases or environmental staff, have "control" of the documents. This system brings to light several other problems with the current distribution of the milspecs including:

- There is no central management of the documents.
- It is difficult to ensure documents are reviewed and updated regularly.
- The system to change a milspec is so cumbersome that the Military Departments amend the milspec instead of revising it which creates multiple versions of the same milspec. For example, there are four versions of general cleaning solvent standard, P-D-680.
- Budget cuts have severely affected procurement operations and staff.

Possible Solutions

Ms. Sullivan suggested the following as some potential solutions to problems of the present milspecs system. They are:

- Reform the acquisitions process - DoD plans to use Commercial Item Descriptions (CIDs) instead of government specs. There is a conference in November to discuss how to make this transition.
- Digitize all standardized documents - Currently, DoD is testing the success of digitization of milspecs and standards by searching for documents that call for ozone depleting substances.
- Tie specifications to use - DoD is attempting to associate each milspec with its use. To do this, operations and maintenance documentation also needs to be automated. Under such a system, DoD could determine where, when and how often is each milspec used.
- Maintain up-to-date specifications - The Air Force has established a goal to have documents reviewed at least every 5 years.
- Communicate developments - Contractors should verify that they have the latest version of the milspec (see Appendix for procedure). For example, MIL-STD-2000, which covers the manufacturing and cleaning of circuit boards, was changed in May 1991 to eliminate the use of CFCs in cleaning. However, some military bases, program offices, contracting offices, and contractors are still using the old standard because they do not know a new standard exists.

Problems with Changing Documents

There are, as Ms. Sullivan indicated, several impediments to revising these documents including:

- Time - Industry often has very tight delivery schedules and it is difficult to address these issues quickly.
- Risk in decision-making - Revising a milspec involves some degree of risk for everyone involved in the change. The contracting officer takes the risk that the item will perform satisfactorily if he/she agrees to a change. Contractors risk losing time, money and jeopardizing their relationship with their customer if the change is not approved. Many participants in the process would rather not take the risk.
- Lack of information - Many of the people handling the problems of milspecs are not experts in environmental issues; an infrastructure of expertise and resources must be developed. DoD is making progress by creating centers of excellence and putting DoD research results into clearinghouses so interested parties have access to it.
- Lack of knowledge regarding alternatives.
- Lack of knowledge regarding performance impacts of alternatives.

What Can You Do To Help?

Ms. Sullivan outlined what contractors and subcontractors can do to aid in the process of changing a milspec. The most important tool for the contractor is to **have as much information and documentation as possible** when approaching DoD. When contractors call DoD to present their case for changing a particular specification, they should know the following (see Appendix for handout):

1. Document number and date - Get the latest version from the Defense Printing Service.
2. Controlling Office of the document.
3. Contract number.
4. Contracting Office, including Contracting Officer, address, and phone number
5. Current requirements of the specification.
6. Existing CID or commercial standard which may be substituted.
7. Description of the proposed alternative.
8. Performance impact of the proposed alternative (include any testing information).

Expectations For The Roundtable

Ms. Sullivan hoped to learn from and contribute to the Roundtable. Her specific goals for the day included:

- To receive a better understanding of the perspectives of contractors, subcontractors, State technical assistance offices, and EPA Regional Offices;
- To better understand possible ways to improve the system through: documentation, communication, and information; and
- To develop the beginnings of a model of "How to..."

As a final, post-roundtable note, Ms. Sullivan indicated that on October 26, 1993, the Department of Defense Pollution Prevention Committee (membership includes staff from the Office of the Secretary of Defense and each of the Military Services) established a Task Force to address the issue of changing standardized documents.

Question and Answer Period

Question: How will the issues discussed at the Roundtable get relayed back to the other Military Services?

Answer: At DoD, there is a formal Pollution Prevention Committee that meets every two weeks. Members include representatives from each Military Service and acquisitions programs. Maureen Sullivan will document today's meeting and present it at the next committee meeting.

Question: As the survey information suggests, companies are forced to violate environmental regulations in order to meet milspecs. What is DOD's position on this?

Answer: Contractors should comply with the law as a first priority. Contractors can be barred from future contracts if they violate the law.

Follow-up comment: Another way to look at this is that DoD should not write milspecs that force non-compliance with environmental regulations.

Answer to follow-up comment: It is difficult to determine which milspecs are forcing non-compliance because often the regulations being violated are based on state or regional environmental standards rather than federal. There are fewer compliance issues, like the CFC phaseout, that are nationwide.

Question: It can be very expensive to conduct research on alternative processes; companies do not always have the money to spend to change the milspec. Potentially, the military business may not be worth it to companies. How can a contractor find the resources to do the research?

Answer: Currently, DoE is trying to switch some nuclear weapons research labs to manufacturing research laboratories with environmental impact as an important performance indicator to help with this situation.

Question: The FAR clause requires contractors to work towards pollution prevention but the FAR only refers to pollution prevention for air and water releases. Program Officers do not have money to give contractors to do a waste minimization plan and contractors do not have the money to take on the project themselves. What is the solution?

Answer: In the FAR, it says *how* to buy things, not *what* to buy. The CAAC (Civilian Agency Acquisition Council) reviews changes to the FAR which are published in the Federal Register. The Bush Administration put a stop to CAAC's review of environmental changes to the FAR. This has changed under the Clinton Administration, however, there is still a backlog of environmental changes under consideration by the CAAC such as:

- The influence of a firm's environmental history on contract awards.
- Environmental cost principle - money government pays toward "company" Superfund liability when that company is making DoD products.

Question: Is Industry assisting in the rewrite of milspecs?

Answer: Yes. A senior level group will be looking at acquisition reform as a whole. The group is a combination of industrial and government including: Society of Automotive Engineers (SAE), American Society for Testing and Materials (ASTM), American National Standards Institute (ANSI), American Welding Society (AWS), American Society of Mechanical Engineers (ASME), Electronics Industry Associations, Aerospace Industry Associations, and Semiconductor Equipment Manufacturers International (SEMI). The Industrial Security Panel will also look at the issue.

Question: What is the interface between DoD and EPA Headquarters? Is there any national consistency?

Answer: There are three Pollution Prevention Offices at EPA: Pollution Prevention Policy Staff (Office of the Administrator), Pollution Prevention Division (Office of Pollution Prevention and Toxics), Strategic Planning & Prevention Division (which is the equivalent of a Pollution Prevention program for Federal Agencies under the Office of Enforcement). The relationship has been very antagonistic in the past, with the regulator (EPA) being set against the regulated (DoD). However, the relationship is now changing, and we are trying to obtain some consistency. As a first step, regional DoD environmental offices will be set up in conjunction with EPA regional offices; mostly working on clean-up, base closures, and compliance, but also on pollution prevention. In addition, EPA has the Source Reduction

Review Project (SRRP) in place. The SRRP would coordinate pollution prevention actions as a method of compliance to avoid end-of-the-pipe control for industries that will be subject to new regulations. This is a shift in philosophy in regulation writing.

Question: We apply paints and coatings to products. We worry that DEP will suddenly decide to enforce some law that is written but not currently enforced. It will only take one violation fine to put us out of business. We are stuck because we cannot quote on military work without violating a regulation, but we also need the work. Can DEP exempt military contracts from certain regulations?

Answer (DEP): DEP regulation thresholds do keep dropping based on EPA federal regulations. To help small companies, regulations are first enforced with large companies who can more easily make changes to make significant progress in meeting the threshold. I agree that DEP and DoD put metal finishers in a difficult situation where they must comply with environmental laws and milspecs -- there is often no way to meet both. Often industry becomes the scapegoat when in fact DEP or DoD needs to make the change.

Follow-up comment to DEP: There is a perception that DoD will not change. In reality, huge money is invested by DoD in site clean-ups. Only within the last two years has DoD realized what their other environmental problems were, such as CARC (Chemical Agent Resistant Coating) having a very high VOC content. Specifications used to be written without having any idea what the impacts of these alternatives were. Often the alternatives were more harmful than the original process.

V. CASE STUDIES

Case Studies were presented by three industry representatives at the Roundtable. The purpose of the case studies was to provide a starting point for the discussions during the Roundtable and to identify particular environmental issues relative to manufacturing to military specifications. The Office of Technical Assistance worked with the industry representatives to develop the case studies. Case studies were presented by:

- Paul Gallo, Vice President of Engineering, Rodney Hunt Co.
- Neil Fairman, Program Manager, Titeflex
- Jack Schultz, General Manager, JapENAMELac

Each case study was presented at the Roundtable, followed by a group discussion to identify problems specifically highlighted by the presentations. A brief summary of the problems identified by the Roundtable participants is presented in this chapter. In addition, there is an overview of the major problems highlighted in the case study discussions in the final section of this chapter.

RODNEY HUNT

Rodney Hunt is a medium-size company that manufactures and coats sluice gates (water flow devices for projects such as dams or canals.) Approximately 10 percent of their work is with the Army Corps of Engineers (ACOE). The ACOE district offices specify the equipment coatings for projects within their jurisdiction. It is quite common that different coatings are specified for identical sluice gate equipment. For example, cast iron sluice gates supplied on an ACOE project in Minnesota may require vinyl coating and those in Illinois require coal tar coatings. Approximately two-thirds of the specifications require non-compliant coatings (i.e., not compliant with the Clean Air Act in non-attainment zones.) Rodney Hunt has been working with the ACOE to gain acceptance of compliant coatings but has only had a one-third acceptance rate among the different districts.

The ACOE has a central laboratory that tests and approves new coating specifications. After a specification has been "accepted," it is added to the list of approved coatings from which the individual districts can select. When a non-compliant coating is specified, Rodney Hunt absorbs the cost for the work and effort to gain acceptance of a compliant coating on a specific project. In some cases the time necessary to accomplish this is not available due to construction and manufacturing schedules that must be met in order to achieve timely project completion. To date, Rodney Hunt spent over two man-years to gain acceptance of a standard compliant coating.

Rodney Hunt Case Study Discussion

Additional Background Information

Eight years ago, Rodney Hunt started a paint standardization program. The standardization program has resulted in an 80 percent decrease in VOC's, and a 70 percent decrease in hazardous waste disposal. They have had little problem changing non-government specifications, but have had a very hard time convincing ACOE to change.

Rodney Hunt was trying change milspecs related to the following materials:

- Coal tar epoxies - These epoxies generally meet VOC regulations but contain toxics and some carcinogens.
- Vinyl coatings - Because Rodney Hunt cannot take the risk of applying the coating in-house, the cost of sending the product out of state is built into their pricing.

Recently, Rodney Hunt lost four bids due to their high prices. If they could use their standard coatings which are ACOE-approved, they could price jobs competitively. However, it is up to ACOE districts to select the coatings. Even though a compliant coating was approved, other coatings, some of them non-compliant, are also on the "approved" list. Essentially these coatings are interchangeable and the selection process depends on individual preference.

Problems Identified

The following is a list of the primary problems facing Rodney Hunt which were identified in the case study group discussion.

- There is a lack of communication and consistency among the environmental agencies in different states and among ACOE districts.
- Because Rodney Hunt is a subcontractor they are unable to contact DoD directly. They must rely on the prime contractor to take their case to DoD.
- Two-thirds of specifications that apply to Rodney Hunt by ACOE are non-compliant with state air regulations. Rodney Hunt must absorb the cost to gain acceptance of coatings compliant with air regulations.

Solutions Suggested

The solutions suggested by Rodney Hunt were:

- ACOE's specifications should be reviewed and if any of them force non-compliance, the specs should be removed or revised.
- Allow the contractor to consider alternative manufacturing processes to avoid the use of non-compliant materials. For example, when a non-compliant coating is specified, the contractor may be able to eliminate the need for *any* coating by changing to an alloy that can provide corrosion resistance (e.g., nickel). Since aesthetics are not a concern for Rodney Hunt's products, such an alloy change could eliminate the need for any type of coating. In Rodney Hunt's opinion, this would be true toxics use reduction.

TITEFLEX

Titeflex manufactures specialty hoses for a variety of applications. Approximately 12 percent of their business is military. They are currently working to eliminate the use of Freon which they use for cleaning purposes. The following is a summary of the progress they have made in eliminating the use of Freon.

The first 60 percent of their Freon usage took approximately one year to eliminate. Three months were required to complete the actual integration of the new procedure into the production process. Related administrative paperwork took approximately one year with a total expenditure to the company of \$140,000.

By 1995 Titeflex plans to eliminate an additional 20 percent through substitution with HCFCs, PFCs or aqueous solutions. Again, the administrative work is expected to represent a significant expenditure of time and company funds.

The final 20 percent is not expected to be eliminated. Ninety percent of this is a result of certifying to AS611 class 3. The hoses cleaned to this specification are used for oxygen lines. This last 20 percent of Freon use represents three percent of Titeflex's overall business. At this point in time, efforts to move away from the use of Freon have cost \$180,000. Titeflex expects that the continued use of Freon will cost between \$100,000 to \$150,000.

Throughout these changes and their ongoing efforts to find alternative cleaning methods, Titeflex has had to absorb the cost of research and administrative work. Over 80 percent of the customers that require Titeflex to use Freon have shown no response to efforts to find alternatives and none has provided research or financial assistance. One prime contractor has even increased the administrative burden by requiring Titeflex to complete extensive and unreasonable documentation of why Freon must be used.

Titeflex Case Study Discussion

Additional Background Information

Titeflex uses freon for the final cleaning of their hoses in order to meet non-volatile residue level requirements for FAA (i.e., requirements for cleanliness). One and one-half years ago the price of freon rose drastically, causing Titeflex to try to remove it from their processes. They were able to remove 60 percent of the freon and replace it with an aqueous solution. However, their government contracts will not allow them to change a process that is "qualified" even if the change is for the better, or, in this case, saves the government money. Since Titeflex relies on military work for 12 percent of their total revenues, they are required to continue using the freon at least through 1998 when their contract expires.

Problems Identified

The following is a list of the problems which were identified in the case study and the group discussion of the Titeflex experience.

- The extensive administrative paperwork required to implement a change is burdensome and expensive.
- Prime contractors are not willing to help with the research or administrative work required to make a change.
- Without further research, Titeflex is unable to completely eliminate use of freon from their process.
- Alternative cleaners may have different drawbacks. For example, aqueous detergents are very labor intensive.
- Once a particular process is "qualified" under a contract it cannot be changed, even if the change is an improvement.
- The "ozone depleting substances" label has caused problems with commercial customers.
- Some prime contractors use the same cleaning process as Titeflex. However, they rarely cooperate on research efforts to find suitable substitutions.

Question (DoD): Have you tried to prove that your hoses are "mission critical?" There is a DoD prioritization from CFC phaseout if a product is mission critical.

Answer: Our prime contractor is not interested in making such a claim and only wants us to deliver the end product.

JAPENAMELAC

JapEnameLac is a job shop painting company employing approximately 50 people. Processes include chromating, phosphating, powder coating, painting, silk screening, and marking. Both military and industrial finishing are performed at this facility. In general, JapEnameLac is a subcontractor of these services to another subcontractor who in turn sells to companies such as Raytheon, Sanders, General Dynamics, who eventually sell to the U.S. Government. Most of the military work is finished using non-compliant materials that another government agency has environmental regulations against using. If they do not accept this non-conforming work, jobs would be lost and the company's financial stability would be weakened.

A case in point is a job JapEnameLac quoted to Saco Defense (who sells to the U.S. Military). The original work was completed in Alabama (an area with less stringent air quality requirements). The specification was written to include a non-compliant primer and top coat only. This specification was then approved by a government agency called AAMCOM. When Saco Defense decided to move this work to their Maine facility they wanted as few changes as possible to the "approved" specification so that they would not have to reapply for AAMCOM approval. During the negotiations JapEnameLac insisted that they would only use compliant materials. These materials were Q.P.L.-approved, but they were not on the original specifications. Generally, there are very few Q.P.L.-approved materials that are compliant with the Clean Air Act.

At some points in the negotiations it appeared that JapEnameLac was at a disadvantage because they pushed for use of compliant materials. Finally, through the help of their paint supplier (Sherwin Williams), documents were supplied to Saco Defense indicating the compliant materials met all of the requirements of the military specifications (MIL-P-53022 and MIL-C-46168). This job is now in production and their procedure for this process has been approved.

JapEnamelLac Case Study Discussion

Additional Background Information

The specifications of the job described above required the use of a non-compliant primer. However, JapEnamelLac insisted on bidding the job with a compliant paint. Though they won the contract, JapEnamelLac is absorbing the additional cost of the compliant paint.

Very few top coats and primers that are offered from Q.P.L.-approved vendors are also compliant with the Clean Air Act. Vendors that are not Q.P.L.-approved, however, offer several compliant top coats and primers. JapEnamelLac is audited to confirm that they meet all of the requirements of the milspec which includes the purchase of materials from Q.P.L.-approved vendors. If they do not meet the requirements, they do not get the work.

As a final note, JapEnamelLac commented that they see a trend in government contracts to move away from Q.P.L.-approved vendors which will increase their options for finding compliant materials.

Problems Identified

The problems identified during the group discussion are listed below.

- The prime contractor was not willing to try to change "approved" specifications; they only want the work done on schedule and as specified.
- The prime contractor did not want JapEnamelLac to discuss their situation directly with DoD.
- JapEnamelLac is at an economic disadvantage if they insist on using materials compliant with state air regulations because the cost of these materials is significantly higher than the cost of non-compliant products.
- Due to JapEnamelLac's tight delivery schedule, they do not have the time to approach their prime contractor or DoD with the possibility of changing a milspec.

VI. SUMMARY OF CASE STUDY PROBLEMS

While discussing the case studies, the Roundtable participants (representatives from Massachusetts industry, Department of Defense (DoD), Environmental Protection Agency (EPA), Massachusetts Department of Environmental Protection (DEP), and Massachusetts Office of Technical Assistance (OTA)) spoke about many of the problems that Massachusetts manufacturers face when certifying to milspecs. Since the entire Northeast region of the country is considered an ozone non-attainment area under the Clean Air Act Amendments of 1990, air regulations are more stringent than in other parts of the country. Some milspecs require the use of a material or process that interferes with a company's environmental compliance or is prohibited by regulation. In order to win a job that requires non-compliant materials or processes, manufacturers in the Northeast usually must submit bids based on using these materials. If they win the contract, their choices are: 1) to ship their product to an out-of-state facility where the materials can be used legally, 2) to attempt to change the specifications so that a compliant material/process can be used, or 3) to illegally use the non-compliant (in the Northeast) material themselves. In such cases, Massachusetts manufacturers, particularly small companies, face significantly higher costs and are at a competitive disadvantage.

Through the discussion of this scenario and the other case study situations, the Roundtable participants defined the problems they confront involving conflicts between the milspec requirements and regional environmental regulations. A summary of these problems follows:

- **Economic disadvantages** - A contractor located in the Northeast bidding a job using compliant materials is often at a disadvantage over their national competition who may be able to bid using the specified, and often less expensive, material/process because they may be subject to less stringent regulations. To submit a competitive bid, they have to absorb the cost of more expensive, compliant materials or they have to incur the cost of sending parts out of state where the non-compliant material can be used legally.
- **Lack of environmental preference in product design** - To date, DoD has not put an emphasis on the need for designing products with environmentally preferable materials and processes. In the past, the message from DoD has been that they want products built to their specifications and the environmental compliance problems are not their concern. Product designers have no incentives or training that encourages them to specify environmentally preferable materials in the initial product design.

Summary of Case Study Problems, continued

- **Communication** - Subcontractors' only official channel of communication with the Department of Defense (DoD) is through the prime contractor. The subcontractors may be reluctant to bring change requests directly to the prime contractor and/or to DoD because they fear:
 - jeopardizing their relationship with the prime contractor by contacting DoD directly (where such contact is sanctioned by the prime contractor);
 - regulatory penalties of coming forward with their non-compliance issues; or
 - confronting a large government organization like DoD.

Prime contractors are also reluctant to "rock the boat" by bringing a change request to DoD. Recent budget cuts on military spending have made contractors even more cautious about approaching DoD.

Information dissemination *from* DoD *to* the companies using milspecs has also been a problem. When a milspec is revised, the lines of communication to alert industry of the change are currently slow and inefficient. Contractors may unknowingly use an obsolete version of a milspec for years. For example, MIL-STD-2000 was revised in May, 1991 to eliminate the use of CFCs in cleaning circuit boards. Some military bases, program offices, contracting offices, and contractors are still using the old milspec because they don't know a new one exists.

- **Complexity of requesting a milspec change** - The process of changing a milspec is very long, cumbersome and complicated. It requires a significant investment of resources for a company to complete the extensive paperwork. The amount of supporting evidence required to make a case to DoD is extremely burdensome, especially for a small company. This process is so time consuming, that the project may be over by the time a decision on the milspec is returned. One manufacturer felt that this extensive evidence seems unnecessary for non-critical, aesthetic changes that have no impact on performance.
- **Slow bureaucratic responses** - Contractors noted that research findings, from federal labs or from the private sector, are often not incorporated into the milspecs in a timely manner. The response of the DoD has also been notably slow in incorporating new environmental regulations into milspecs. The EPA promulgates new regulations much faster than the DoD updates milspecs to reflect these changes.

Summary of Case Study Problems, continued

- **Research costs** - Many subcontractors, particularly small companies, do not have the resources required to research alternatives to the non-compliant materials or processes specified in the milspec. Subcontractors need assistance in basic research and in feasibility testing. With so many contractors experiencing the same types of problems with milspec non-compliant materials, it would be a waste of resources and a duplication of efforts if they individually conducted the same research.

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VII. PROPOSED SOLUTIONS TO THE CASE STUDY PROBLEMS

Proposed Solutions to Case Study Problems

- **Establish interface between industry and DoD**
Problems addressed: Communication, Complexity of requesting a milspec change

Massachusetts Office of Technology Assistance (OTA) offered to serve as a liaison for requests from industry for information on changing milspecs that require non-compliant materials. Often, subcontractors are not allowed to contact DoD directly, instead they must contact DoD through their prime contractor. In many cases, the prime contractor is not interested in spending their time to bring the case of the subcontractor to DoD. With OTA as the liaison, the subcontractor would be able to bring their issues to OTA who would then contact DoD on their behalf. For prime contractors, OTA would be able to assist them in determining what information they need to make their own case to DoD. For OTA to be effective in this role, DoD must specify what information they is needed from industry to initiate a change.

In the case of Rodney Hunt, DoD agreed to address their specific problem where a compliant material had been approved for the milspec, but a non-compliant material was specified.

- **Develop a DoD policy on environmental preference**
Problems addressed: Economic disadvantages, Lack of environmental preference in design

Executive Orders (on Federal Compliance with Right-to-Know Laws and Pollution Prevention Requirements (#12856, August 6, 1993) and on Recycling (#12873, October 20, 1993)) can be used to develop a DoD policy statement giving preference to companies using compliant materials. A strong policy statement from DoD would help companies using compliant materials who are bidding against companies using non-compliant materials (and those requesting a change a milspec).

- **Provide access to federal research**
Problems addressed: Research costs, Communication

Through OTA (and other state technical assistance programs), provide access to the work going on at federal research labs. It was suggested that the

Proposed Solutions to Case Study Problems, continued

agenda and results of federal research should be made available to the public through the EPA's Pollution Prevention Information Exchange System (PIES), an international communication network and information database. PIES (see Appendix for PIES access information) does not include DoD research information at this time, however through PIES users can access a case study database, a directory of pollution prevention contacts, information on grants and project funding opportunities, and information on other pollution prevention technical and policy questions.

- **Revise the Value Engineering Change Proposals**

Problem addressed: Economic disadvantages

Value Engineering Change Proposals (VECP) allow contractors to propose a better way of manufacturing an item at a lower cost. The government then shares the savings with the contractor making the proposal once the new process is approved. If the VECP is revised to consider life cycle environmental costs, including compliance and safety costs as well as liability, contractors can more readily justify changes to compliant materials.

- **Establish a series of DfE programs for the defense industry**

Problem addressed: Lack of environmental preference in design

Develop a series of Design for the Environment (DfE) programs for the defense industry. Through a DfE project, all parties associated with designing defense products would be involved in determining the best ways to make these products to minimize the impact on the environment. Such a product would include designers and engineers who may not be accustomed to considering the environmental consequences of the materials they specify. A DfE project would also give small subcontractors an opportunity to influence the selection of the materials they use.

- **Continue DoD and EPA cooperative efforts**
Problems addressed: Slow bureaucratic response, Research costs

Continue and/or expand DoD and EPA cooperation on:

- Research efforts to identify alternative materials
- Integrating research findings into milspecs quickly

Also publicize these cooperative efforts and outcomes.

- **Revise acquisition process**
Problems addressed: Economic disadvantages, Complexity of requesting a milspec change

The Federal government is considering adding the Federal Acquisition Regulation (FAR) so that awarding a contract is based, in part, on environmental performance.

Currently, a senior level group at DoD is looking at acquisition reform as a whole. This group includes government representatives and industry trade associations.

- **Revise procedures for "non-critical" specs**
Problem addressed: Complexity of requesting a milspec change

Revise the milspec requirements to lower the burden of proof for performance for "non-critical" specs. For example, one (subcontracting) manufacturer described a non-critical item such as a cover on a part where a non-compliant paint was specified in the milspec. This manufacturer could have used a compliant paint that would not have affected the part's performance or appearance. However, since the non-compliant (high VOC) paint was specified, this subcontractor could not use a compliant equivalent without going through the complex change procedure.

If "equivalency" language was included in milspecs for non-critical parts, the change procedure could be less burdensome. "Equivalency" would allow the contractor to select a paint from a list of approved coatings.

On-going Activities at DoD that Address Milspec Issues

- **DoD Task Force**

On October 26, 1993, DoD Pollution Prevention Committee established a Task Force to address the issue of changing Standardized Documents. The group was formed to address the problems associated with using milspecs including the conflicts with local regulations, the cumbersome change procedures and the lack of centralized control over the documents.

- **Elevation of Pollution Prevention within DoD**

The Deputy Assistant Secretary of Defense (Environment) is now the Deputy Under Secretary of Defense (Environmental Security), a three level jump in the hierarchy. Under this reorganization, Pollution Prevention now has the same priority level as clean-up and compliance.

- **Reduce dependence on milspecs**

The Deputy Secretary of Defense, Dr. Perry, plans to require the Military Services to justify the use of each milspec when a commercial equivalent is available. This is part of his "acquisition reform" plan.

- **Digitize milspecs**

DoD plans to centralize and automate the milspecs by digitizing the information. Eventually, this will be done in conjunction with automating acquisition documentation to tie the spec to its use. This change will allow DoD to determine which milspecs are obsolete, which ones need to be revised to meet current regulations, and to locate the necessary documents to make changes more quickly. The volume of information that must be entered is tremendous. DoD is now in the process of testing the digitization. Contact John Tascher at DoD at (703) 756-2343 for more information.

- **Establish Regional DoD activities**

The Deputy Under Secretary of Defense (Environmental Security) is establishing regional offices co-located with EPA regions to address compliance with all environmental laws; they will also work on pollution prevention projects.

VIII. OUTSTANDING ISSUES

EPA and OTA felt the discussions did not address the full spectrum of concerns facing contractors manufacturing to military specifications. While subcontractor issues were well represented at the Roundtable, industry attendance in general was low, although advance notice and a follow-up call was given to industry representatives who had volunteered to attend. Military attendance was also low. Although all of the military services had planned to send a representative, for various reasons, none of them did. The low turnout leaves several outstanding questions to be explored in future discussions including:

- Do the majority of contractors feel there are no significant conflicts between milspecs and environmental regulations? Are changes beginning to filter down?
- Are contractors unwilling to relate potential compliance problems to an audience that includes regulators because 1) they may reveal a compliance violation, or 2) they perceive U.S. EPA and DEP as enforcers of regulations not necessarily interested in furthering environmental goals through cooperative efforts with industry?
- What is the role of prime contractors in addressing/resolving subcontractors' environmental problems related to milspecs? Are prime contractors a bottleneck or are they themselves averse or unable to bring environmental issues to the attention of DoD?
- What is DoD doing to work with their contractors on these issues? What are the communication problems and solutions? What role can EPA and state OTAs play in assisting in the communication?

APPENDICES

Executive Order 12856 (*Federal Compliance with Right-to-Know Laws and Pollution Prevention Requirements*) Fact Sheet

Executive Order 12873 (*Federal Acquisition, Recycling, and Waste Prevention*)

Guidelines for Changing a Milspec

How to Obtain Specifications and Standards from the Department of Defense Single Stock Point. A Guide for Private Industry.

Washington Technology, "Milspecs in Perry's Sights at Pentagon," May 6, 1993.

Pollution Prevention Information Clearinghouse, *Fact Sheet on Federal Agencies Pollution Prevention Programs and Projects*

List of Contacts for More Information



Executive Order: Federal Compliance With Right-to-Know Laws and Pollution Prevention Requirements

Quick Reference Fact Sheet

Overview

On August 3, 1993, President Clinton signed Executive Order #12856 requiring federal agencies to comply with planning and reporting provisions of the Emergency Planning and Community Right-to-Know Act (EPCRA) and the Pollution Prevention Act (PPA) of 1990. All federal facilities will now be required to adhere to the same planning and reporting provisions of federal right-to-know and pollution prevention laws that cover the private sector. This Executive Order goes beyond EPCRA requirements in an attempt to set a new standard for federal facilities to adhere to right-to-know principles and a pollution prevention ethic. A summary of the major requirements are included below.

SUMMARY OF FEDERAL FACILITIES EXECUTIVE ORDER PROVISIONS

- Compliance with EPCRA emergency planning and response requirements
- Toxic Release Inventory (TRI) reporting for releases and transfers of toxic chemicals
- Development of pollution prevention policy statement
- Development of voluntary goals to reduce total releases and off-site transfers of toxic chemicals
- Establishment of a plan and goals for eliminating or reducing unnecessary acquisition of products containing extremely hazardous substances or toxic chemicals
- Accessibility of strategies, plans, and reports to the public

Description of Major Provisions

The Federal Facilities Executive Order contains many new requirements for federal facilities. This Executive Order requires compliance with provisions of sections 302 through 312 of EPCRA on a timetable similar to that set up for initial industry compliance. It also requires submission of EPCRA section 313 and PPA data on EPA Toxic Chemical Release Inventory Reporting Form R beginning with the 1994 calendar year (first submission on July 1, 1995). Federal agencies must establish voluntary goals for reduction of TRI chemical releases and transfers for treatment and disposal. Federal agencies are also required to develop and make public their plans for reducing or eliminating the manufacture, processing, and use of toxic chemicals and extremely hazardous substances. The requirements are described in more detail below.

Emergency Planning and Response

Each federal agency is required to comply with the emergency planning and response provisions under §§302 through 312 of EPCRA. All federal facilities subject to these EPCRA requirements are required to:

- ▶ submit Emergency Planning Notification under §302 of EPCRA to Local Emergency Planning Committee (LEPC) and State Emergency Response Commission (SERC) (by March 3, 1994).
- ▶ submit information for the preparation of Comprehensive Emergency Response Plan under §303 of EPCRA to LEPC (by August 3, 1994).
- ▶ submit Material Safety Data Sheets under §311 of EPCRA to LEPC, SERC and local fire department (by August 3, 1994).

- annually submit an Emergency and Hazardous Chemical Inventory Form under §312 of EPCRA to SERC, LEPC and local fire department (beginning March 1, 1995).
- Provide Emergency Release Notification and Written follow-up notice for Releases of an Extremely Hazardous Substance or a Hazardous Substance under §304 of EPCRA to SERC and LEPC (beginning January 1994).

Toxic Release Inventory (TRI)

Each federal agency is required to submit TRI reports for all releases and transfers of toxic chemicals for all agency facilities exceeding thresholds for manufacturing, processing, or use of toxic chemicals as defined under §313 of EPCRA. TRI requirements take effect no later than January 1, 1994. Reports are to be submitted to the U.S. Environmental Protection Agency (EPA) and the state designated agency by July 1, 1995. All federal facilities meeting the EPCRA definition of 'facility' and exceeding thresholds for manufacture, use, or processing of toxic chemicals must report under §313 of EPCRA, as amended by the Pollution Prevention Act. Reporting applies even if facilities do not fall within SIC codes 20-39. However, reporting does not apply to federal agency facilities outside the customs territory of the United States.

Pollution Prevention and Reduction Goals

Each federal agency is required to develop a written pollution prevention strategy to include a policy statement emphasizing source reduction as the primary method of environmental protection and compliance.

The Executive Order directs each federal agency to develop voluntary goals to reduce total releases and off-site transfers of TRI toxic chemicals by 50% by 1999. Each federal agency may choose to expand their toxic chemical reduction goals to achieve a 50% reduction for toxic pollutants by 1999. The Executive Order also requires each applicable facility to prepare a written plan outlining how it will contribute to agency-wide 50% target and conduct opportunity assessments.

Each federal agency is required to establish a plan and goals for eliminating or reducing the unnecessary acquisition of products containing extremely hazardous substances or toxic chemicals. The Executive Order directs each federal agency to develop a plan and goals for reducing its own manufacturing, processing, and use of products containing extremely hazardous substances or

toxic chemicals. It also requires each federal agency to revise their specifications and standards and identify opportunities to eliminate or reduce acquisition and procurement of extremely hazardous substances or toxic chemicals.

All strategies, plans, and reports prepared in compliance with the Executive Order are required to be made accessible to the public.

Federal agencies subject to these requirements must submit their reports by the following dates:

- Agencies provide list of facilities covered by the Executive Order to EPA by December 31, 1993.
- Agencies submit pollution prevention strategies to EPA by August 3, 1994.
- Agencies submit first annual progress report by October 1, 1995.
- Facilities prepare Pollution Prevention Plans by December 31, 1995

Discussion

This Executive Order sets up a new challenge for all those who implement EPCRA requirements. LEPCs, SERCs and other state agencies will be receiving information that was previously unavailable to them. The Executive Order puts a special emphasis on public access to this federal agency information.

EPA will have compliance monitoring responsibilities for this Executive Order, and will establish an incentives program — the Federal Government Environmental Challenge Program — to recognize outstanding agency and employee environmental management performance.

Section 6-601 provides for, in the interest of national security, the head of a federal agency to request from the President an exemption from complying with the provisions of any or all aspects of this order for particular federal agency facilities.

For additional information regarding this Executive Order, contact EPA's Emergency Planning and Community Right-to-Know Information Hotline at (800) 638-6202, or (703) 412-9877 from Monday to Friday, 8:30 a.m. to 7:30 p.m., Eastern time.

EXECUTIVE ORDER # 12856
"FEDERAL COMPLIANCE WITH RIGHT-TO-KNOW LAWS AND
POLLUTION PREVENTION REQUIREMENTS"

DESCRIPTION OF MAJOR PROVISIONS

- ★ Require each federal agency to develop a written pollution prevention strategy policy statement emphasizing source reduction as primary method of environmental protection and compliance
- ★ Require each federal agency to submit Toxic Release Inventory (TRI) reports for all releases or transfers of toxic chemicals for all agency facilities exceeding thresholds for manufacture, use or processing of toxic chemicals as defined under §313 of EPCRA
- ★ Require each federal agency to comply with the emergency planning and response provisions under §§302 through 312 of EPCRA without regard to SIC code limitations
- ★ Directs each federal agency to develop voluntary goals to reduce total releases and off-site transfers of TRI toxic chemicals by 50% by 1999
- ★ Each federal agency may choose to expand their toxic chemical reduction goals to achieve a 50% reduction for toxic pollutants by 1999
- ★ Require each applicable facility to identify its own reduction goals and prepare written plan outlining how it will contribute to agency-wide 50% target
- ★ Require each federal agency to establish a plan and goals for eliminating or reducing the unnecessary acquisition of products containing extremely hazardous substances or toxic chemicals
- ★ Directs each federal agency to develop a plan and goals for reducing its own manufacturing, processing, and use of products containing extremely hazardous substances or toxic chemicals
- ★ Require each federal agency to revise their specifications and standards and identify opportunities to eliminate or reduce acquisition and procurement of extremely hazardous substances or toxic chemicals
- ★ Require public access to all strategies, plans, and reports prepared in compliance with the Executive Order
- ★ Establish the "Federal Government Environmental Challenge Program" to recognize outstanding agency and employee environmental management performance
- ★ Allows EPA to conduct inspections and monitor federal agency compliance with the EPCRA provisions of the Executive Order

Presidential Documents

Executive Order 12873 of October 20, 1993

Federal Acquisition, Recycling, and Waste Prevention

WHEREAS, the Nation's interest is served when the Federal Government can make more efficient use of natural resources by maximizing recycling and preventing waste wherever possible;

WHEREAS, this Administration is determined to strengthen the role of the Federal Government as an enlightened, environmentally conscious and concerned consumer;

WHEREAS, the Federal Government should—through cost-effective waste prevention and recycling activities—work to conserve disposal capacity, and serve as a model in this regard for private and other public institutions; and

WHEREAS, the use of recycled and environmentally preferable products and services by the Federal Government can spur private sector development of new technologies and use of such products, thereby creating business and employment opportunities and enhancing regional and local economies and the national economy;

NOW, THEREFORE, I, WILLIAM J. CLINTON, by the authority vested in me as President by the Constitution and the laws of the United States of America, including the Solid Waste Disposal Act, Public Law 89-272, 79 Stat. 997, as amended by the Resource Conservation and Recovery Act ("RCRA"), Public Law 94-580, 90 Stat. 2795 as amended (42 U.S.C. 6901-6907), and section 301 of title 3, United States Code, hereby order as follows:

PART 1—PREAMBLE

Section 101. Consistent with the demands of efficiency and cost effectiveness, the head of each Executive agency shall incorporate waste prevention and recycling in the agency's daily operations and work to increase and expand markets for recovered materials through greater Federal Government preference and demand for such products.

Sec. 102. Consistent with policies established by Office of Federal Procurement Policy ("OFPP") Policy Letter 92-4, agencies shall comply with executive branch policies for the acquisition and use of environmentally preferable products and services and implement cost-effective procurement preference programs favoring the purchase of these products and services.

Sec. 103. This order creates a Federal Environmental Executive and establishes high-level Environmental Executive positions within each agency to be responsible for expediting the implementation of this order and statutes that pertain to this order.

PART 2—DEFINITIONS

For purposes of this order:

Sec. 201. "Environmentally preferable" means products or services that have a lesser or reduced effect on human health and the environment when compared with competing products or services that serve the same purpose. This comparison may consider raw materials acquisition, production, manufacturing, packaging, distribution, reuse, operation, maintenance, or disposal of the product or service.

Sec. 202. "Executive agency" or "agency" means an Executive agency as defined in 5 U.S.C. 105. For the purpose of this order, military departments, as defined in 5 U.S.C. 102, are covered under the auspices of the Department of Defense.

Sec. 203. "Postconsumer material" means a material or finished product that has served its intended use and has been discarded for disposal or recovery, having completed its life as a consumer item. "Postconsumer material" is a part of the broader category of "recovered material".

Sec. 204. "Acquisition" means the acquiring by contract with appropriated funds for supplies or services (including construction) by and for the use of the Federal Government through purchase or lease, whether the supplies or services are already in existence or must be created, developed, demonstrated and evaluated. Acquisition begins at the point when agency needs are established and includes the description of requirements to satisfy agency needs, solicitation and selection of sources, award of contracts, contract financing, contract performance, contract administration and those technical and management functions directly related to the process of fulfilling agency needs by contract.

Sec. 205. "Recovered materials" means waste materials and by-products which have been recovered or diverted from solid waste, but such term does not include those materials and by-products generated from, and commonly reused within, an original manufacturing process (42 U.S.C. 6903 (19)).

Sec. 206. "Recyclability" means the ability of a product or material to be recovered from, or otherwise diverted from, the solid waste stream for the purpose of recycling.

Sec. 207. "Recycling" means the series of activities, including collection, separation, and processing, by which products or other materials are recovered from the solid waste stream for use in the form of raw materials in the manufacture of new products other than fuel for producing heat or power by combustion.

Sec. 208. "Waste prevention," also known as "source reduction," means any change in the design, manufacturing, purchase or use of materials or products (including packaging) to reduce their amount or toxicity before they become municipal solid waste. Waste prevention also refers to the reuse of products or materials.

Sec. 209. "Waste reduction" means preventing or decreasing the amount of waste being generated through waste prevention, recycling, or purchasing recycled and environmentally preferable products.

Sec. 210. "Life Cycle Cost" means the amortized annual cost of a product, including capital costs, installation costs, operating costs, maintenance costs and disposal costs discounted over the lifetime of the product.

Sec. 211. "Life Cycle Analysis" means the comprehensive examination of a product's environmental and economic effects throughout its lifetime including new material extraction, transportation, manufacturing, use, and disposal.

PART 3—THE ROLE OF THE FEDERAL ENVIRONMENTAL EXECUTIVE AND AGENCY ENVIRONMENTAL EXECUTIVES

Sec. 301. Federal Environmental Executive. (a) A Federal Environmental Executive shall be designated by the President and shall be located within the Environmental Protection Agency ("EPA"). The Federal Environmental Executive shall take all actions necessary to ensure that the agencies comply with the requirements of this order and shall generate an annual report to the Office of Management and Budget ("OMB"), at the time of agency budget submissions, on the actions taken by the agencies to comply with the requirements of this order. In carrying out his or her functions, the

Federal Environmental Executive shall consult with the Director of the White House Office on Environmental Policy.

(b) *Staffing.* A minimum of four (4) full time staff persons are to be provided by the agencies listed below to assist the Federal Environmental Executive, one of whom shall have experience in specification review and program requirements, one of whom shall have experience in procurement practices, and one of whom shall have experience in solid waste prevention and recycling. These four staff persons shall be appointed and replaced as follows:

(1) a representative from the Department of Defense shall be detailed for not less than one year and no more than two years;

(2) a representative from the General Services Administration ("GSA") shall be detailed for not less than one year and no more than two years;

(3) a representative from EPA shall be detailed for not less than one year and no more than two years; and

(4) a representative from one other agency determined by the Federal Environmental Executive shall be detailed on a rotational basis for not more than one year.

(c) *Administration.* Agencies are requested to make their services, personnel and facilities available to the Federal Environmental Executive to the maximum extent practicable for the performance of functions under this order.

(d) *Committees and Work Groups.* The Federal Environmental Executive shall establish committees and work groups to identify, assess, and recommend actions to be taken to fulfill the goals, responsibilities, and initiatives of the Federal Environmental Executive. As these committees and work groups are created, agencies are requested to designate appropriate personnel in the areas of procurement and acquisition, standards and specifications, electronic commerce, facilities management, waste prevention, and recycling, and others as needed to staff and work on the initiatives of the Executive.

(e) *Duties.* The Federal Environmental Executive, in consultation with the Agency Environmental Executives, shall:

(1) identify and recommend initiatives for government-wide implementation that will promote the purposes of this order, including:

(A) the development of a federal plan for agency implementation of this order and appropriate incentives to encourage the acquisition of recycled and environmentally preferable products by the Federal Government;

(B) the development of a federal implementation plan and guidance for instituting economically efficient federal waste prevention, energy and water efficiency programs, and recycling programs within each agency; and

(C) the development of a plan for making maximum use of available funding assistance programs;

(2) collect and disseminate information electronically concerning methods to reduce waste, materials that can be recycled, costs and savings associated with waste prevention and recycling, and current market sources of products that are environmentally preferable or produced with recovered materials;

(3) provide guidance and assistance to the agencies in setting up and reporting on agency programs and monitoring their effectiveness; and

(4) coordinate appropriate government-wide education and training programs for agencies.

Sec. 302. Agency Environmental Executives. Within 90 days after the effective date of this order, the head of each Executive department and major procuring agency shall designate an Agency Environmental Executive from among his or her staff, who serves at a level no lower than at the Deputy Assistant

Secretary level or equivalent. The Agency Environmental Executive will be responsible for:

(a) coordinating all environmental programs in the areas of procurement and acquisition, standards and specification review, facilities management, waste prevention and recycling, and logistics;

(b) participating in the interagency development of a Federal plan to:

(1) create an awareness and outreach program for the private sector to facilitate markets for environmentally preferable and recycled products and services, promote new technologies, improve awareness about federal efforts in this area, and expedite agency efforts to procure new products identified under this order;

(2) establish incentives, provide guidance and coordinate appropriate educational programs for agency employees; and

(3) coordinate the development of standard agency reports required by this order;

(c) reviewing agency programs and acquisitions to ensure compliance with this order.

PART 4—ACQUISITION PLANNING AND AFFIRMATIVE PROCUREMENT PROGRAMS

Sec. 401. Acquisition Planning. In developing plans, drawings, work statements, specifications, or other product descriptions, agencies shall consider the following factors: elimination of virgin material requirements; use of recovered materials; reuse of product; life cycle cost; recyclability; use of environmentally preferable products; waste prevention (including toxicity reduction or elimination); and ultimate disposal, as appropriate. These factors should be considered in acquisition planning for all procurements and in the evaluation and award of contracts, as appropriate. Program and acquisition managers should take an active role in these activities.

Sec. 402. Affirmative Procurement Programs. The head of each Executive agency shall develop and implement affirmative procurement programs in accordance with RCRA section 6002 (42 U.S.C. 6962) and this order. Agencies shall ensure that responsibilities for preparation, implementation and monitoring of affirmative procurement programs are shared between the program personnel and procurement personnel. For the purposes of all purchases made pursuant to this order, EPA, in consultation with such other Federal agencies as appropriate, shall endeavor to maximize environmental benefits, consistent with price, performance and availability considerations, and shall adjust bid solicitation guidelines as necessary in order to accomplish this goal.

(a) Agencies shall establish affirmative procurement programs for all designated EPA guideline items purchased by their agency. For newly designated items, agencies shall revise their internal programs within one year from the date EPA designated the new items.

(b) For the currently designated EPA guideline items, which are: (i) concrete and cement containing fly ash; (ii) recycled paper products; (iii) re-refined lubricating oil; (iv) retread tires; and (v) insulation containing recovered materials; and for all future guideline items, agencies shall ensure that their affirmative procurement programs require that 100 percent of their purchases of products meet or exceed the EPA guideline standards unless written justification is provided that a product is not available competitively within a reasonable time frame, does not meet appropriate performance standards, or is only available at an unreasonable price.

(c) The Agency Environmental Executives will track agencies' purchases of designated EPA guideline items and report agencies' purchases of such guideline items to the Federal Environmental Executive. Agency Environmental Executives will be required to justify to the Federal Environmental Executive as to why the item(s) have not been purchased or submit a

plan for how the agencies intend to increase their purchases of the designated item(s).

(d) Agency affirmative procurement programs, to the maximum extent practicable, shall encourage that:

- (1) documents be transferred electronically,
- (2) all government documents printed internally be printed double-sided, and
- (3) contracts, grants, and cooperative agreements issued after the effective date of this order include provisions that require documents to be printed double-sided on recycled paper meeting or exceeding the standards established in this order or in future EPA guidelines.

Sec. 403. *Procurement of Existing Guideline Items.* Within 90 days after the effective date of this order, the head of each Executive agency that has not implemented an affirmative procurement program shall ensure that the affirmative procurement program has been established and is being implemented to the maximum extent practicable.

Sec. 404. *Electronic Acquisition System.* To reduce waste by eliminating unnecessary paper transactions in the acquisition process and to foster accurate data collection and reporting of agencies' purchases of recycled content and environmentally preferred products, the executive branch will implement an electronic commerce system consistent with the recommendations adopted as a result of the National Performance Review.

PART 5—STANDARDS, SPECIFICATIONS AND DESIGNATION OF ITEMS

Sec. 501. *Specifications, Product Descriptions and Standards.* Where applicable, Executive agencies shall review and revise federal and military specifications, product descriptions and standards to enhance Federal procurement of products made from recovered materials or that are environmentally preferable. When converting to a Commercial Item Description (CID), agencies shall ensure that environmental factors have been considered and that the CID meets or exceeds the environmentally preferable criteria of the government specification or product description. Agencies shall report annually on their compliance with this section to the Federal Environmental Executive for incorporation into the annual report to OMB referred to in section 301 of this order.

(a) If an inconsistency with RCRA Section 6002 or this order is identified in a specification, standard, or product description, the Federal Environmental Executive shall request that the Environmental Executive of the pertinent agency advise the Federal Environmental Executive as to why the specification cannot be revised or submit a plan for revising it within 60 days.

(b) If an agency is able to revise an inconsistent specification but cannot do so within 60 days, it is the responsibility of that agency's Environmental Executive to monitor and implement the plan for revising it.

Sec. 502. *Designation of Items that Contain Recovered Materials.* In order to expedite the process of designating items that are or can be made with recovered materials, EPA shall institute a new process for designating these items in accordance with RCRA section 6002(e) as follows. (a) EPA shall issue a Comprehensive Procurement Guideline containing designated items that are or can be made with recovered materials.

(1) The proposed guideline shall be published for public comment in the Federal Register within 180 days after the effective date of this order and shall be updated annually after publication for comment to include additional items.

(2) Once items containing recovered materials have been designated by EPA through the new process established pursuant to this section and in compliance with RCRA section 6002, agencies shall modify their affirma-

tive procurement programs to require that, to the maximum extent practicable, their purchases of products meet or exceed the EPA guideline standards unless written justification is provided that a product is not available competitively, not available within a reasonable time frame, does not meet appropriate performance standards, or is only available at an unreasonable price.

(b) Concurrent with the issuance of the Comprehensive Procurement Guideline required by section 502(a) of this order, EPA shall publish for public comment in the Federal Register Recovered Material Advisory Notice(s) that present the range of recovered material content levels within which the designated recycled items are currently available. These levels shall be updated periodically after publication for comment to reflect changes in market conditions.

Sec. 503. Guidance for Environmentally Preferable Products. In accordance with this order, EPA shall issue guidance that recommends principles that Executive agencies should use in making determinations for the preference and purchase of environmentally preferable products.

(a) Proposed guidance shall be published for public comment in the Federal Register within 180 days after the effective date of this order, and may be updated after public comment, as necessary, thereafter. To the extent necessary, EPA may issue additional guidance for public comment on how the principles can be applied to specific product categories.

(b) Once final guidance for environmentally preferable products has been issued by EPA, Executive agencies shall use these principles, to the maximum extent practicable, in identifying and purchasing environmentally preferable products and shall modify their procurement programs by reviewing and revising specifications, solicitation procedures, and policies as appropriate.

Sec. 504. Minimum Content Standard for Printing and Writing Paper. Executive agency heads shall ensure that agencies shall meet or exceed the following minimum materials content standards when purchasing or causing the purchase of printing and writing paper:

(a) For high speed copier paper, offset paper, forms bond, computer print-out paper, carbonless paper, file folders, and white woven envelopes, the minimum content standard shall be no less than 20 percent postconsumer materials beginning December 31, 1994. This minimum content standard shall be increased to 30 percent beginning on December 31, 1998.

(b) For other uncoated printing and writing paper, such as writing and office paper, book paper, cotton fiber paper, and cover stock, the minimum content standard shall be 50 percent recovered materials, including 20 percent postconsumer materials beginning on December 31, 1994. This standard shall be increased to 30 percent beginning on December 31, 1998.

(c) As an alternative to meeting the standards in sections 504(a) and (b), for all printing and writing papers, the minimum content standard shall be no less than 50 percent recovered materials that are a waste material byproduct of a finished product other than a paper or textile product which would otherwise be disposed of in a landfill, as determined by the State in which the facility is located.

(1) The decision not to procure recycled content printing and writing paper meeting the standards specified in this section shall be based solely on a determination by the contracting officer that a satisfactory level of competition does not exist, that the items are not available within a reasonable time period, or that the available items fail to meet reasonable performance standards established by the agency or are only available at an unreasonable price.

(2) Each agency should implement waste prevention techniques, as specified in section 402(d) of this order, so that total annual expenditures for recycled content printing and writing paper do not exceed current annual budgets for paper products as measured by average annual expenditures, adjusted for inflation based on the Consumer Price Index or other suitable

indices. In determining a target budget for printing and writing paper, agencies may take into account such factors as employee increases or decreases, new agency or statutory initiatives, and episodic or unique requirements (e.g., census).

(3) Effective immediately, all agencies making solicitations for the purchase of printing and writing paper shall seek bids for paper with postconsumer material or recovered waste material as described in section 504(c).

Sec. 505. Revision of Brightness Specifications and Standards. The General Services Administration and other Federal agencies are directed to identify, evaluate and revise or eliminate any standards or specifications unrelated to performance that present barriers to the purchase of paper or paper products made by production processes that minimize emissions of harmful byproducts. This evaluation shall include a review of unnecessary brightness and stock clause provisions, such as lignin content and chemical pulp requirements. The GSA shall complete the review and revision of such specifications within six months after the effective date of this order, and shall consult closely with the Joint Committee on Printing during such process. The GSA shall also compile any information or market studies that may be necessary to accomplish the objectives of this provision.

Sec. 506. Procurement of Re-refined Lubricating Oil and Retread Tires. Within 180 days after the effective date of this order, agencies shall implement the EPA procurement guidelines for re-refined lubricating oil and retread tires.

(a) Commodity managers shall finalize revisions to specifications for re-refined oil and retread tires, and develop and issue specifications for tire retreading services, as commodity managers shall take affirmative steps to procure these items in accordance with RCRA section 6002.

(b) Once these items become available, fleet managers shall take affirmative steps to procure these items in accordance with RCRA section 6002.

Sec. 507. Product Testing. The Secretary of Commerce, through the National Institute of Standards and Technology ("NIST"), shall establish a program for testing the performance of products containing recovered materials or deemed to be environmentally preferable. NIST shall work with EPA, GSA and other public and private sector organizations that conduct appropriate life cycle analyses to gather information that will assist agencies in making selections of products and services that are environmentally preferable.

(a) NIST shall publish appropriate reports describing testing programs, their results, and recommendations for testing methods and related specifications for use by Executive agencies and other interested parties.

(b) NIST shall coordinate with other Executive and State agencies to avoid duplication with existing testing programs.

PART 6—AGENCY GOALS AND REPORTING REQUIREMENTS

Sec. 601. Goals for Waste Reduction. Each agency shall establish a goal for solid waste prevention and a goal for recycling to be achieved by the year 1995. These goals shall be submitted to the Federal Environmental Executive within 180 days after the effective date of this order. Progress on attaining these goals shall be reported by the agencies to the Federal Environmental Executive for the annual report specified in section 301 of this order.

Sec. 602. Goal for Increasing the Procurement of Recycled and Other Environmentally Preferable Products. Agencies shall strive to increase the procurement of products that are environmentally preferable or that are made with recovered materials and set annual goals to maximize the number of recycled products purchased, relative to non-recycled alternatives.

Sec. 603. Review of Implementation. The President's Council on Integrity and Efficiency ("PCIE") will request that the Inspectors General periodically review agencies' affirmative procurement programs and reporting procedures to ensure their compliance with this order.

PART 7—APPLICABILITY AND OTHER REQUIREMENTS

Sec. 701. Contractor Operated Facilities. Contracts that provide for contractor operation of a government-owned or leased facility, awarded after the effective date of this order, shall include provisions that obligate the contractor to comply with the requirements of this order within the scope of its operations. In addition, to the extent permitted by law and where economically feasible, existing contracts should be modified.

Sec. 702. Real Property Acquisition and Management. Within 90 days after the effective date of this order, and to the extent permitted by law and where economically feasible, Executive agencies shall ensure compliance with the provisions of this order in the acquisition and management of federally owned and leased space. GSA and other Executive agencies shall also include environmental and recycling provisions in the acquisition of all leased space and in the construction of new federal buildings.

Sec. 703. Retention of Funds. Within 90 days after the effective date of this order, the Administrator of GSA shall develop a legislative proposal providing authority for Executive agencies to retain a share of the proceeds from the sale of materials recovered through recycling or waste prevention programs and specifying the eligibility requirements for the materials being recycled.

Sec. 704. Model Facility Programs. Each Executive department and major procuring agency shall establish model facility demonstration programs that include comprehensive waste prevention and recycling programs and emphasize the procurement of recycled and environmentally preferable products and services using an electronic data interchange (EDI) system.

Sec. 705. Recycling Programs. Each Executive agency that has not already done so shall initiate a program to promote cost effective waste prevention and recycling of reusable materials in all of its facilities. The recycling programs implemented pursuant to this section must be compatible with applicable State and local recycling requirements. Federal agencies shall also consider cooperative ventures with State and local governments to promote recycling and waste reduction in the community.

PART 8—AWARENESS

Sec. 801. Agency Awards Program. A government-wide award will be presented annually by the White House to the best, most innovative program implementing the objectives of this order to give greater visibility to these efforts so that they can be incorporated government-wide.

Sec. 802. Internal Agency Awards Programs. Each agency shall develop an internal agency-wide awards program, as appropriate, to reward its most innovative environmental programs. Winners of agency-wide awards will be eligible for the White House award program.

PART 9—REVOCATION, LIMITATION AND IMPLEMENTATION

Sec. 901. Executive Order No. 12780, dated October 31, 1991, is hereby revoked.

Sec. 902. This order is intended only to improve the internal management of the executive branch and is not intended to create any right or benefit, substantive or procedural, enforceable at law by a party against the United States, its agencies, its officers, or any other person.

Sec. 903. The policies expressed in this order, including the requirements and elements for effective agency affirmative procurement programs, shall be implemented and incorporated in the Federal Acquisition Regulation (FAR) within 180 days after the effective date of this order. The implementation language shall consist of providing specific direction and guidance on agency programs for preference, promotion, estimation, certification, reviewing and monitoring.

Sec. 904. This order shall be effective immediately.

William Clinton

THE WHITE HOUSE,
October 20, 1993.

[FR Doc. 93-26280

Filed 10-21-93; 11:24 am]

Billing code 3195-01-P

[The text on this page is extremely faint and illegible. It appears to be a multi-paragraph document, possibly a letter or a report, with several lines of text visible across the page. The content cannot be transcribed accurately.]

Guidelines for Changing a Milspec

The purpose of these guidelines is to highlight specific information that a contractor should have when approaching the Department of Defense with a suggested alteration of a milspec. As part of its work with Massachusetts manufacturers, the Massachusetts Office of Technical Assistance has offered to serve as a liaison between contractors and the Department of Defense.

Contractors, once you have gathered all of the information listed below, you are invited to call the Massachusetts Office of Technical Assistance at (617) 727-3260 to discuss your specific situation, or mail this form to:

MA OTA, Attn: Milspecs Personnel, 100 Cambridge St. - Suite 2109, Boston, MA 02202.

- 1) Document number and date - make sure you have latest version (see attached page for instructions)

- 2) Controlling Office of the document

- 3) Contract number

- 4) Contracting office, including Contracting Officer, address, and phone number

- 5) Current requirements of the specification

- 6) Existing Commercial Item Description (CID) or commercial standard which may be substituted

- 7) Description of the proposed alternative

- 8) Performance impact of the proposed alternative (include any testing information).

Guidelines for Changing a Milspec (continued)

Ensuring that Your Documents are the Latest Version

The Department of Defense Single Stock Point (DODSSP) was created to centralize control and distribution, and provide access to extensive technical information within the collection of Military Specifications and Standards and related documents produced or adopted by the DoD. Although the DODSSP collection is extensive, not all documents specified in government procurement are provided by the DODSSP.

Private companies can obtain standardized documents from the DODSSP in one of two ways:

- 1) Subscribe to the Automatic Distribution Service -- upon payment of a \$16.00 subscriptions fee (per Federal Supply Class), you will automatically receive one copy of each new or revised document for a one year period. This method is recommended if you require a broad scope of documents on a recurring schedule.

Address your request in letter form to:

DODSSP
Subscription Service Desk
700 Robbins Avenue Building, 4D
Philadelphia, PA 19111 - 5094

List the desired Federal Supply Class(es) or Area Assignment(s). Enclose check or money order (do not send cash) payable to DPSDO, Philadelphia for \$16.00 for each Federal Supply Class desired.

- 2) Use TeleSpecs on an "as needed" basis -- This automated system is connected to the Navy Print on Demand System (NPODS). TeleSpecs requires only a touchtone phone, and utilizes an easy-to-use voice-prompt system for ordering documents. There is no cost for this service. If your requirements for Military Specifications are infrequent or limited in scope, you should submit your requests individually via TeleSpecs.

To use the Telespecs service you must first obtain a customer number. If you wish to obtain a customer number and information on using the TeleSpecs service or if you need assistance in locating a document, call the DODSSP Special Assistance Desk at (215) 697-2667/2179.

If you are unsure of what your needs are, call the DODSSP subscription desk at (215) 697-2569.

Defense Printing Service

Philadelphia, PA 19111-5094 GUIDE 1 1 July 1992



How to Obtain Specifications and Standards *from the* Department of Defense Single Stock Point

A Guide for Private Industry



DODSSP...

A Guide for Private Industry



The purpose of this Guide is to assist private industry in obtaining specifications and standards (and related documents) developed and issued by the Department of Defense.

About the DODSSP

The Department of Defense Single Stock Point (DODSSP) was created to centralize control and distribution, and provide access to extensive technical information within the collection of Military Specifications and Standards and related documents produced or adopted by the DoD. The DODSSP mission was assumed by the Defense Printing Service in October 1990.

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- Air Force-Navy Aeronautical Standards
- Air Force-Navy Aeronautical Design Standards
- Air Force Specifications Bulletins
- Other Departmental Documents
- DoD Adopted Non-Government/Industry Documents (issued to DoD only)

Although the DODSSP collection is extensive, not all documents specified in Government procurements are provided by the DODSSP (e.g. engineering drawings, some Departmental documents and Non-Governmental/Industry documents). For assistance in locating the correct source for these documents, refer to the appropriate procurement package, or contact the DODSSP Special Assistance Desk, (215)-697-2667/2179.

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How to Obtain Documents



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- Subscription to automatic distribution
- On an "as-needed" basis via **TeleSpecs**

A subscription distribution provides new and revised documents automatically on a "push" basis. This method is recommended if you require a broad scope of documents on a recurring schedule.

If your requirements for Military Specifications and Standards documents are infrequent or limited in scope, you should submit your requests individually via **TeleSpecs**.

These methods for ordering documents are fully explained in this Guide.

Automatic Distribution Subscription Service



A subscription service is available to private industry providing automatic distribution of both new and revised unrestricted and unclassified standardization documents. (Note: for non-DoD customers, this service does NOT include adopted Non-Government standards. These documents must be obtained via the appropriate preparing technical society).

Upon payment of a nominal subscription fee, you will receive one copy each of any new or revised documents for a one year period after the effective subscription date. (Note: documents issued prior to the subscription date must be ordered individually using the TeleSpecs request method described on *pages 5-6* of this Guide).

Subscriptions will be accepted on a Federal Supply Class basis for a single class, or for as many individual classes that you choose. The annual subscription cost per class is \$16.00.

The Catalog Handbook H2-1 lists all Federal Supply Classes according to subject (example: under Group 47, the title of FSC 4710 is "Pipe and Tube"). Copies of this publication can be obtained free of charge from the DODSSP Subscription Services Desk.

How to Subscribe

Address your request in letter form to:

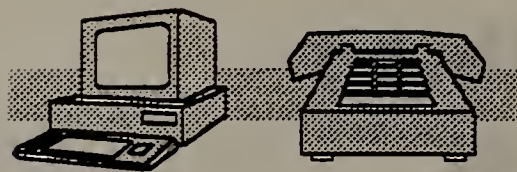
DODSSP
Subscription Services Desk
700 Robbins Avenue, Bldg. 4D
Philadelphia, PA 19111-5094

List the desired Federal Supply Class(es) or Area Assignment(s). Enclose check or money order (do not send cash) payable to DPSDO, Philadelphia for \$16.00 for each Federal Supply Class desired.

Contractors using the subscription service are not relieved of any responsibilities in complying with military contracts.

For further information about DODSSP subscription services, you can call the Subscription Services Desk at: (215) 697-2569. (Note: subscription requests **MUST** be mailed to the address above; subscriptions will NOT be taken over the phone).

Ordering Individual Documents via TeleSpecs



The fastest and most accurate way to obtain documents "as-needed" is through TeleSpecs. This automated system is your direct connection to the Navy Print on Demand System (NPODS). TeleSpecs eliminates mail and handling delays and puts you in total control of the document request process. TeleSpecs requires only a touch-tone phone, and utilizes an easy-to-use automated voice-prompt system.

TeleSpecs is designed to accept document orders in groups of five. If you wish to order more than five different documents, please stay on the line, and TeleSpecs will allow you to order additional documents. Keep in mind that a single document order may contain a request for up to five copies of that document at no cost to you.

TeleSpecs is "open for business" from 7:00 A.M to 10:00 P.M. (Eastern Standard Time), Monday through Friday, and has twelve telephone lines to serve you: (215)-697-1187 thru 1198.

To use TeleSpecs you must first obtain a customer number. If you have placed a document request within the last several years, a customer number has already been assigned to you; it can be found on a previous shipping invoice or a status letter. If you cannot determine your customer number, or wish to obtain one, call the DODSSP Special Assistance Desk, (215) 697-2667/2179.

In addition to initial document ordering, TeleSpecs provides immediate order status as well as follow-ups on previous orders.

Here are some helpful hints for ordering documents through TeleSpecs:

- Use the numbers "7" and "9" for the letters "Q" and "Z" not found on touch-tone phones. (For example: to order MIL Q 9858, input MIL 7 9858).
- Eliminate all document identifier special characters such as slashes, dashes, periods, alpha-revisions and suffixes.
- On-line assistance is available at any time during the call by pressing the "#" key.
- If you desire to reproduce and redistribute unclassified and unrestricted specifications and standards in quantities greater than five, you may do so without reference to any element of the Department of Defense since these documents are in the public domain.

- Using the document identifier revision level is not necessary, since the system always supplies the current version. (For example: input MIL STD 1840A as MIL STD 1840).
- If a document cannot be furnished as requested, TeleSpecs provides on-line status only; no status letters are provided.
- If a document is cancelled but superseded, TeleSpecs will provide the superseded document automatically. If a document is cancelled but not superseded, you can call (215) 697-4107 to determine the document's archival status. Documents still retrievable by the DODSSP can be ordered for \$1.50 each.
- To assist you in understanding the TeleSpecs automated voice prompter, a choice of computer-generated voices with different speaking rates and tones is available by pressing both the "#" and "7" keys. There are seven voices to choose from using this method.
- In the unlikely event you are unable to place your order via TeleSpecs, requests will be accepted by mail on the DoD Specification and Standards order form (DD Form 1425) or on official company letter head. Keep in mind that mail orders involve internal manual handling as well as postal handling, and therefore are not nearly as prompt as orders placed via TeleSpecs. Every order shipped for DoD customers will include a blank DD Form 1425. All requests should include the following information:
 - your assigned customer number or your CAGE (Commercial And Government Entity) number (formerly FSCM);
 - your complete mailing address, including any specific information required to identify and direct the order when received (contact person, code, etc.);
 - a list of each desired specification or standard by document identifier as recorded in the Department of Defense Index of Specifications and Standards (DODISS), e.g., MIL-A, MIL-STD, MS, QPL, etc. (document titles are also helpful);
 - finally, the quantity you desire.

Other Important Ordering Information

- Only the specification requested will be issued by the DODSSP. Documents referenced within a specification must be requested individually.
- The basic specification you order will automatically include the latest amendments and revisions.
- When submitting multiple mail requests, place the appropriate mailing address on each request form.
- Mail requests should be typewritten only.
- Slash sheets, such as MIL-E-1/306 must be individually requested by document number. Slash sheets will NOT be issued as a set.
- Do not submit a request for a specification citing a national stock number or contract number of an item covered by the

specification. The DODSSP has no method to cross reference a national stock number or contract number to the applicable specification number.

- Non-Government/Industry standards stocked at the DODSSP are not available to private industry and must be ordered from the preparing technical societies.
- The DODSSP issues only printed documents, as a rule. We do not maintain microfiche copies of standardization documents for issue. Subscription to a microfiche edition of the Department of Defense Index of Specifications and Standards (DODISS) is available, however. *See page 7 for ordering information.*
- The DODSSP does not maintain a file of Invitations For Bid, Requests For Proposals, contracts, etc., so each individual request must list the document identifier desired.

Other Available Reference Documents



Department of Defense Index of Specifications and Standards (DODISS)

The Department of Defense Index of Specifications and Standards (DODISS) is a reference publication available to private industry in a variety of formats. The DODISS is comprised of four parts, and contains catalog listings of the following unclassified document types controlled by the DODSSP:

- Military Specifications and Standards
- Federal Specifications and Standards
- Military Handbooks
- Qualified Products Lists (QPLs)
- Commercial Item Descriptions (CIDs)
- DoD Adopted Non-Government/Industry Documents (issued to DoD only)
- Air Force-Navy Aeronautical Standards
- Air Force-Navy Aeronautical Design Standards
- Air Force Specifications Bulletins
- Cancellation Lists and other Departmental Documents

DODISS Parts

Part I: An alphabetic listing of all current standardization documents in order by the title of the document.

Part II: A numerical listing of all current standardization documents in order by document identifier number, plus all standardization documents cancelled since the latest edition of the DODISS Part IV.

Part III: A Federal Supply Class (FSC) listing of all current standardization documents in alphabetical order within each FSC. FSCs are identified in the Cataloging Handbook H2-1, which can be ordered by contacting the DODSSP Subscription Services Desk.

Part IV: A numerical listing of all standardization documents cancelled from 1964 to date of the current edition. This part of the DODISS is published every three years.

Available DODISS Formats

Printed Edition

Subscription to the printed edition of the DODISS is available to private industry on a yearly subscription basis from the Superintendent of Documents, Government Printing Office, Washington, DC 20402-9371. The DODISS Parts I and II are issued as a set for subscription. The DODISS Part III is a separate subscription. Each subscription includes both the basic index (published annually) and the cumulative bimonthly and biweekly supplements for those parts under subscription. The Part IV of the DODISS, being a triennial publication, is

available as a single sales item. Current prices can be obtained from the Superintendent of Documents, Customer Service, (202) 783-3238.

Microfiche Edition

The microfiche edition of the DODISS is published bimonthly and is available from the DODSSP. The edition is imaged on 105mm film at a 48X reduction ratio. Users of the microfiche edition should insure that their microfiche readers are capable of 48X magnification.

The subscription rate for the entire microfiche edition is \$30.00 per year. Address your subscription orders to the DODSSP Subscription Services Desk. Checks or money orders (never cash!) should be made payable to DPSDO, Philadelphia.

Magnetic Media

The DODISS MASTER FILE is available on 1/2 inch magnetic tape. It is produced annually with bimonthly updates. The cost is \$2,000.00 per year or \$500.00 per tape.

The ASSIST MASTER FILE is available on 1/2 inch magnetic tape. It is produced annually with bimonthly updates. The cost is \$3,000.00 per year or \$700.00 per tape.

Data Item Descriptions (DIDs)

A Subscription service is available to private industry providing automatic distribution of new and revised unrestricted and unclassified Data Item Descriptions (DIDs). Upon payment of a

subscription fee, you will receive one copy each of any new or revised documents for a one year period after the effective subscription date. The cost for this annual subscription is \$16.00. The AMSDL 5010.12L — an index listing all active and cancelled DIDs — is included with this subscription. The AMSDL 5010.12L is issued twice a year with notices as needed.

Complete sets of DIs and UDIs are available four times during the year. Orders are accepted up to 15 days prior to the distribution date as noted below:

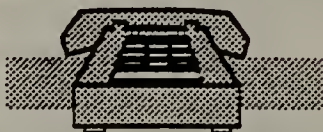
<u>Cut-Off Date</u>	<u>Distribution Date</u>
1 July	15 July
1 October	15 October
1 January	15 January
1 April	15 April

The cost is \$400.00 per set.

Address your subscription orders to the DODSSP Subscription Services Desk.

Future publications may be offered in CD-ROM format as well. Inquiries should be directed to the Deputy Director, DPSDO Philadelphia, at (215) 697-4741.

Need Help?



The DODSSP Special Assistance Desk is ready Monday through Friday, 7:30 A.M. to 4:00 P.M. (Eastern Standard Time) to assist you in matters such as:

- inquiries about our services;
- status of orders previously placed;
- receiving a Customer Number to establish an account;
- Researching sources for documents not carried by the DODSSP
- special requests, such as obtaining a complete set of documents; and
- assistance determining document identifiers.

We are also interested in your comments about the quality of our service, and any suggestions you may have to assist us in making future improvements to serve you better.

The Special Assistance Desk number is:

(215) 697-2667/2179

(Reminder: this number should NOT be used to place orders for documents. Document orders **MUST** be made via **TeleSpecs**, as described on pages 5 & 6).

DODSSP Ordering & Assistance At A Glance



(Note: all times are Eastern Standard Time)

Individual Document Ordering:

TeleSpecs:

Monday - Friday

7:00 A.M. - 10:00 P.M.

(215) 697-1187 — 1198

Mail:

DODSSP - Customer Service
Standardization Document Order Desk
700 Robbins Avenue, Bldg. 4D
Philadelphia, PA 19111-5094

Special Assistance Desk:

Monday - Friday

7:30 A.M. - 4:00 P.M.

(215) 697-2667/2179

Subscription Ordering:

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Subscription Services Desk

700 Robbins Avenue, Bldg. 4D

Philadelphia, PA 19111-5094

Subscription Services Desk:

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(215) 697-2569

All prices in this Guide are subject to change.

All checks and money orders for documents should be made payable to DPSDO, Philadelphia.

Additional copies of this Guide are available through the DODSSP by ordering: GUIDE-1.

Milspecs in Perry's Sights at Pentagon

by Lucy Reilly
Staff writer

A revolution is underway at the Pentagon, where Deputy Secretary William Perry intends to launch the most massive restructuring ever attempted of the Agency's procurement system.

"We'll be trying to go deeper and more fundamental," Perry told *Washington Technology* on May 4 in his first interview since being appointed by President Clinton early this year.

"What my interest is in is getting more quantity and quality of equipment for the dollars we do spend," Perry said. "To put it another way, if we're spending \$10 on semiconductors, I want to get \$10 worth of semiconductors, not \$1 worth of semiconductors and \$9 worth of paper."

Topping the list of Perry's procurement reform is his desire to eliminate military specifications in favor of a "zero-based concept."

The idea will require the military services to justify the use of each military specification when a commercial equivalent is available—a complete turnaround for the military, which routinely applies layers of the Pentagon's 32,000 military specifications to the acquisition process.

"There are literally thousands and thousands of components that are candidates for this and each one is going to have to take some fairly careful consideration.

"But it extends well beyond semiconductors. It goes to computers, to software, avionics, and to the components that go into our airplanes and trucks," Perry said.

By eliminating military specifications, the Pentagon anticipates significant improvement in being able to rapidly procure leading-edge technology at a lower cost as well as expanding the list of potential Pentagon contractors.

But, he told a private industry gathering last month: "We want to turn the system on its head. This is going to be very difficult. It's deeply ingrained [sic] in our system."

As a baseline, Perry plans to rely on the 32-page, August 1990 Carnegie Commission report he chaired on "New Thinking and American Defense Technology."

Among the report's highest priorities Perry plans to target first:

- Integrating the distinctly separate commercial and defense industrial bases into a national technology base by removing non-technical barriers such as government contracting and accounting procedures, military security and proprietary restrictions, and the unique military specifications, or "milspecs."
- Creating an industrial security panel to assess the security barriers now hindering procurement. Vice President Gore is expected to announce soon a panel of intelligence specialists from the private sector and the government intelligence communities to study the issue.

The panel is based largely on a Carnegie recommendation to create a presidential advisory panel composed of people from Defense, State, Energy and the CIA. "We're still working on it," Perry said.

The goal is a "simplification of security."

- Consolidate the military laboratories and technology centers, which perform or manage \$10 billion worth of front-end technical activities, and centralize their management and budget authority under the Pentagon's director of defense research and engineering.

In particular, basic and applied research programs (6.1 and 6.1) are tagged to be consolidated and given a different set of procurement procedures than those programs further along in development and procurement contracts.

The Defense Department wants to hold the technology budget base for 6.1 and 6.2 programs "virtually constant," Perry said. "It's going to be hard to do that."

As far as centralizing service acquisition authority, the plan is to support the services' continued maintenance of their own programs.

Perhaps the biggest battle Perry expects to face is convincing the military service leaders to support the overhaul favoring commercial specifications. The technical aspect of unifying military and commercial specifications is expected to take about one year, he said.

"As our defense budget declines, there is a sort of built-in tendency for the government agencies and the government labs to protect their own resources," Perry said.

But Perry estimates the Pentagon could procure a large chunk of its fiscal 1994 \$45.5 billion proposed procurement budget for 60 to 70 percent less than today by converting to commercial standards.

Though the military services are expected to resist some of Perry's plan, there are pockets throughout the system where such reform has been attempted successfully.

Retired Army Gen. William Tuttle, now president of the federally funded research and development center the Logistics Management Institute in Bethesda, Md., was among the first 2 years ago to test the zero-based milspec philosophy while commanding officer of the Army Materiel Command in Alexandria, Va.

Tuttle, who is advising senior Pentagon appointees on the matter, said: "Some milspecs are useful, there's no question about it. You're not saying take them all out, you are saying justify them. The point is, we've just got too many."

Despite widespread support for updating the Pentagon's procurement system, many defense contractors only roll their eyes when the issue is discussed.

Although they acknowledge reform is necessary, many of the contractors have heard the same tune sung by previous administrations.

"People are hoping and praying that he means it and that he has the power to do it," said the president of one large trade association based in the Washington, D.C. area. "That's a revolution if he does that."

Perry, who played prominent roles in at least three of the previous reports, acknowledge the pressure to perform. And his argument to the contract community is that he is serious about seeing the reform through.

Furthermore, Perry noted that for the first time, the Pentagon has a senior management team in place with similar philosophies:

- John Deutch as the Under Secretary of acquisition.
- Anita Jones as the director of defense research and engineering.
- And Gary Denman as director of the Advanced Research Projects Agency.

Perry, Deutch and Jones have built a rapport while serving together on the boards of Science Applications International Corp. and the Defense Science Board.

"I don't think we've ever had a constellation of actors in DoD that have been so amenable before," said Debra Van Opstal, deputy director of science and technology at the Center for Strategic and International Studies.

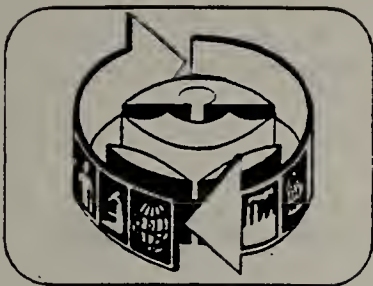
But the Pentagon reform and the similar government/industry Section 800 acquisition panel report that calls for streamlining some 900 procurement laws are expected to encounter resistance on Capitol Hill. Oversight committees in both the Senate and the House have expressed early criticism thus far.

Moreover, an aide from the Senate Armed Services Committee said despite the committee's support, Section 800 is not expected to receive serious congressional legislation until next year.

Passage of Section 800 is expected to serve as a test case for the greater reforms to be called for by Defense Secretary Les Aspin and Perry.

Part of the problem is that Clinton's appointment of Aspin as defense secretary has created a "power vacuum" on Capitol Hill, particularly in the House Armed Services Committee, or HASC, Van Opstal said. Much of Aspin's administrative staff at the Pentagon is composed of former HASC staffers, many of whom had been among the more vocal supporters of Section 800 and procurement reform.

Thus far, Section 800 "really doesn't have the support it needs," Van Opstal said. "Some people are lowering their sights a bit. It didn't go as far as people wanted it to do."



Pollution Prevention Information Clearinghouse

CALL FOR INFORMATION

Federal Agencies Pollution Prevention Programs and Projects

The Pollution Prevention Information Clearinghouse (PPIC) is establishing a Federal Agencies Mini-Exchange (FAME) database on its Pollution Prevention Information Exchange System (PIES). The U.S. Environmental protection Agency (EPA) is collecting information concerning any Federal agencies' pollution prevention efforts. EPA is requesting a variety of information from Federal agencies' environmental managers on their pollution prevention/waste minimization programs and projects. EPA is soliciting Federal agencies and facilities to provide the following types of information:

- ***Policy Statements*** — current Agency and facility pollution prevention goals, objectives, and policy statements.
- ***Program Descriptions*** — formal and informal facility and Agency pollution prevention programs that encourage or enhance the implementation of waste minimization opportunities.
- ***Manuals and Guidance Documents*** — facility-specific or Agency pollution prevention reports, articles, directives, guidance documents, and document ordering information.
- ***Conferences, Seminars, and Training Courses*** — any upcoming pollution prevention conferences, seminars, workshops, or training courses that are scheduled or conducted by your facility or Agency. Calendar submittals should provide date, location, description, and contact.
- ***Case Studies*** — case studies on successful pollution prevention projects as well as information gathered from waste minimization assessments, procurement activities, audits, process changes, National Environmental Policy Act (NEPA) reviews, and other "lessons learned." Contact PPIC for a copy of the case study format.

This information will be collected, placed on PIES, and shared by Federal agencies and industries that are facing similar waste management/waste minimization problems. If your Federal agency or facility has developed a pollution prevention program or initiated waste minimization projects and would like to participate in exchanging information on PIES, please send copies to PPIC, Federal Agencies Mini-Exchange, 7600-A Leesburg Pike, Falls Church, VA 22043. If you have any questions concerning the requested information or accessing the clearinghouse, call PPIC Technical Assistance at (703) 821-4800.

1. The first part of the paper discusses the importance of the study and the objectives of the research. It highlights the need for a comprehensive understanding of the subject matter and the role of the researcher in this process.

2. The second part of the paper presents the methodology used in the study. It details the data collection methods, the sample size, and the statistical techniques employed to analyze the data.

3. The third part of the paper discusses the results of the study. It presents the findings of the research and compares them with the existing literature. The results show that there is a significant difference between the two groups.

4. The fourth part of the paper discusses the conclusions of the study. It summarizes the main findings and provides recommendations for future research. The study concludes that the methodology used is effective and that the results are reliable.

5. The fifth part of the paper discusses the limitations of the study. It acknowledges the weaknesses of the research and suggests ways to improve the study in the future. The study concludes that the methodology used is effective and that the results are reliable.

6. The sixth part of the paper discusses the implications of the study. It explains how the findings of the research can be applied in the real world. The study concludes that the methodology used is effective and that the results are reliable.

7. The seventh part of the paper discusses the future research. It suggests areas for further study and the need for more research in this field. The study concludes that the methodology used is effective and that the results are reliable.

8. The eighth part of the paper discusses the conclusion of the study. It summarizes the main findings and provides recommendations for future research. The study concludes that the methodology used is effective and that the results are reliable.

9. The ninth part of the paper discusses the limitations of the study. It acknowledges the weaknesses of the research and suggests ways to improve the study in the future. The study concludes that the methodology used is effective and that the results are reliable.

10. The tenth part of the paper discusses the implications of the study. It explains how the findings of the research can be applied in the real world. The study concludes that the methodology used is effective and that the results are reliable.

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